



*Appendix
of Laws &
Regulations
Pp. 190-211*

ANNUAL REPORT

TO

THE LEAGUE OF NATIONS

ON THE

Administration of the South Sea Islands
under Japanese Mandate

FOR

THE YEAR 1931

JAPANESE GOVERNMENT

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Subjects concerning which explanations were asked for at the twenty-first session of the Permanent Mandates Commission are dealt with in several chapters of the present Report. The following is an index thereto:

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CHAPTER I.
General Remarks.

I. Legal Position of the Territory under Japanese Mandate.

The territory under the Mandate of the Empire of Japan was placed under its rule by virtue of Article XXII of Chapter I of the Treaty of Peace signed at Versailles on June 28, 1919, between the Principal Allied and Associated Powers and Germany and the decision arrived at on December 17, 1920, by the Council of the League of Nations.

II. Position.

The territory under Japanese Mandate lies north of the equator stretching on the one hand from 130 Long. E. to 175 Long. E. and on the other from 0 Lat. N. to 22 Lat. N. and is situated to the south of Japan, with Hawaii far away to the east, and adjacent to the Philippines and the Dutch Celebes to the west, while to the south there lie the Island of New Guinea and the Bismarck Group and to the north the Bonin and the Iō Islands which form the southern extremity of the Japanese Empire.

III. Area.

The South Sea Islands under Japanese Mandate consist of the three archipelagoes of Mariana, Caroline, and Marshall, which comprise more than 1,400 islands, islets, and reefs scattered over a vast expanse of water extending for about 1,200 miles from south to north, and about 2,500 miles from east to west. The area of land is very small, the total being 2,149 square kilometres or about 140 square *ri* (one *ri* equals about 2.4 miles or 3.9 kilometres). (These figures are quoted from existing records, a new survey of land being under way).

The number and area of the islands are as follows:—

Group	No. of Islands	Area (square kilometres)
Mariana	14	639
Caroline	549	1,320
Marshall	60	190
Total	623	2,149

The number and area of the islands classified according to the jurisdiction of the different Branch Bureaux of the South Seas Bureau are as follows:—

Branch Bureau	No. of Islands	Area (square kilometres)
Saipan	14	639
Yap	85	226
Palau	109	478
Truk	245	132
Ponape	138	504
Jaluit	32	170
Total	623	2,149

N. B.—The 32 islands under the jurisdiction of the Jaluit Branch Bureau consist of 867 reefs.

The principal islands and their areas are as follows:—

Island	Area (square kilometres)
Saipan in the Mariana Group	185
Tinian " " " "	98
Rota " " " "	125
Yap in the West Caroline Group	216
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IV. Weather.

(1) General Remarks.

Atmospheric Pressure. The Islands being situated in low latitudes, atmospheric pressure is generally low and undergoes no great change throughout the year. Roughly speaking, it is comparatively lowest in Truk and Ponape Islands. In the western part of the Caroline Group and Mariana Group it is high about February and March, while low about October and November.

Direction of Wind. As the Islands lie scattered over a vast expanse of water, the direction of the wind varies according to the different islands, so that no general description can be given. Usually, however, a north-easterly wind or easterly wind blows between November and the following April, while between May and October the direction of the wind varies according to different localities. Thus in the western part of the Caroline Group a westerly or southerly wind prevails, and in other localities it blows diversely from the east and from the south. There is no wind for sometime when changes in the direction of wind take place.

Wind Velocity. In the Mariana Group the wind is somewhat strong, developing a mean velocity of 4.6 m/s. for the year. It is weak in April and between August and September, but is strong between October and February of the following year. In the other Islands the wind is generally weak, the mean velocity registered being 2.1 m/s. In the western part of the Caroline Group, it is weak between April and June and also in September, but is strong between October and March of the following year. In the eastern part of the same group, it is weak between August and September, but is strong between January and March. There is seldom a really high wind in any of the islands except in the Mariana Group.

Temperature. Throughout the Islands, except Saipan, the temperature is fairly uniform, the mean temperature registering from 26 to 28 degrees with the mean maximum of 29 or 30 degrees and the mean minimum of 24 or 25 degrees. The thermometer seldom rises above 32 degrees or falls below 20 degrees. Throughout the year the variations in temperature are very narrow. It has been observed that the difference between the highest and the lowest on a normal day is about 3 degrees.

Humidity. All the Islands are humid, the mean relative humidity registered for the year being 82%, though in the western part of the Caroline Group it is a little less. In the Mariana Group humidity is greater between September and October and less in March. In the western part of the Caroline Group it is greater between June and July and less between March and April, while in its eastern part it is greater between September and October and less between January and March. There is no great change throughout the year and the minimum of less than 60% is but rarely registered.

Rainfall. In all the Islands, the rainfall is extremely abundant, the total quantity of rainfall in a year varying between 2,000 and 4,000 millimetres and the average reaching as much as above 3,000 millimetres. Saipan is the least visited by rain, while Ponapé and Palau are most plentifully favoured by it. It is no rare occurrence in the latter two Islands that the total quantity of rainfall exceeds 4,000 millimetres a year. As for the rainfall according to different

seasons, there are places where no clear distinction can be made between the dry and wet seasons, but July-September is generally considered as wet and January-March as dry. Nevertheless it is by no means the same in every year.

(2) Meteorological Observatory.

In 1922 the Government established the South Seas Bureau Meteorological Observatory in Korrör Island in the Palau Group which has since been engaged, under the direction of the Director of the South Seas Bureau, in the observation and investigation of meteorological phenomena, tides, earthquakes, terrestrial magnetism, and atmospheric currents in the upper regions (Vide "Regulations for the Organization of the South Seas Bureau" in the appended "Laws and Regulations").

Since its establishment, the equipment of the Observatory has every year been improved and developed. In 1926 the staff was increased and detached stations were established in Saipan Island and Ponape Island for the purpose of the observation of meteorological phenomena in general in these localities. Furthermore, it has been arranged that simple meteorological observations be made by the Truk and Jaluit Branch Bureaux and raingages be established at various places, for the purpose of climatic investigations. The Observatory daily broadcasts through the Palau Post Office the meteorological conditions prevailing at Saipan, Yap, Palau and Ponape to vessels navigating the adjacent seas and warns them of coming storms.

(3) Expenditure and Staff of the Meteorological Observatory.

The staff of the Meteorological Observatory, as it stood at the end of June, 1931, was as follows:

Experts of Hannin rank	Employees		Total
	Experts	Clerks	
4	7	1	12

As for the expenditure for meteorological observations, please see "Estimates and Settled Accounts of Expenditure" given under Clause C of Section I of Chapter III.

V. Inhabitants of the Islands.

a. Legal Position of the Inhabitants of the Territory under Mandate.

People living in the territory under Japanese Mandate are called "inhabitants of the islands" and have a different status from that of Japanese subjects. None of them may acquire the status of a Japanese subject unless they voluntarily accept it through neutralization or marriage.

After the territory came under Japanese Mandate one Kanaka woman acquired the status of a Japanese subject. She is the wife of a Japanese, has children and has gone through all necessary procedures for census registration.

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b. Race.

With regard to the racial origin of the natives of the South Sea Islands, opinions differ. It is not difficult, however, to conjecture that they are crosses of several races, the offspring of Malaysians coming from the west and Polynesians migrating from the east. They differ in race according to the different groups of the islands they inhabit, and the difference exists even among the inhabitants of the same group of Islands. They differ in dialect and manners and customs and neither language nor manners and customs are common throughout the Islands.

The natives of the Islands as a whole may be divided into two great tribes of Kanakas and Chamorros.

(1) Chamorros.—The chief places inhabited by Chamorro tribesmen are first, the Mariana Group and secondly, Yap and Palau Islands in the West Caroline Group, only a few migrated Chamorros living in Truk and Ponape Islands. The ancestors of the Chamorros are said to have lived in Guam. The fact that they live mostly in the islands around and nearest to that island is probably due to the migration of their forefathers therefrom. Guam was in early days the centre of the Mariana Group, so that geographically it is quite natural that Chamorro tribesmen should have crossed to Rota from that island and then to Tinian and Saipan. It seems that a great many Chamorro immigrants came to Saipan and Tinian during the Spanish régime, and those two islands were fairly densely populated by them. Owing, however, to internal strife and massacres following on rebellions, the Chamorro population has greatly dwindled and at present taking both Saipan and Rota together they total only a little more than 3,000, and even adding thereto those living in Yap and Palau they do not much exceed 3,400. The Chamorros living in Saipan, which contains a majority of the Chamorros in the South Sea Islands, are said to have greatly altered through intermarriages with the so-called Tagala tribesmen of the Philippines and Spaniards since the Spanish régime, but they still retain their characteristic physiognomical features, which are a yellowish brown skin and black hair.

(2) Kanakas.—The Kanaka is the general appellation for the people living in Hawaii and other Pacific islands. A great majority of the natives of the South Sea Islands belong to this race but when close observations are made, it is found that those inhabiting the western islands seem to have much affinity with the Malay race and those inhabiting the eastern islands resemble the Polynesian race, while as one goes further south the more one comes across those similar in racial type to the Melanesian race. Though there is more or less difference between these three groups of Kanakas, they are generally dark-brown skinned and commonly have black hair, in some cases curled. Their eyebrows are thick and the space between the eyebrows and eyes is rather narrow, while their eyes are deeply sunken. Further, the alar cavities of the nose are wide, the mouth large and lips thick. They have not much beard and are generally artless and mild in their expression. In stature they are of medium height, but sometimes very big and tall men are found among them, such men being especially numerous in the southern islands.

(3) Tribal Relations of Natives.—It is a fact that Chamorros are generally more advanced in civilization than Kanakas, but this is only relatively true, even Chamorros being very backward as compared with civilized peoples.

Chamorros and Kanakas differ in language, manners and customs, and not only do not intermarry but even in daily life rarely associate with each other. Considering themselves as superiors, Chamorros dislike to have an connection with Kanakas in any matter. In fact the two live quite apart and no instance of rivalry, strife or enmity between them has occurred. Nearly all the Islands except Saipan are mainly inhabited by Kanakas, Chamorros being few in number. The two groups of people have always formed separate communities and have never been in the relation of conqueror and conquered, nor will be in the future. As a matter of course, both from the administrative and legal points of view, the Japanese Government treats them equally and without any discrimination.

(4) Anthropological Investigation.—Dr. K. Hasebe, Professor at the Tohoku University of Japan, is engaged in anthropological investigations among the natives. He was dispatched for investigation to the East Caroline Group and Marshall Group in 1915 by order of the Government, and then visited Palau and Yap Islands in 1927, Ponape and Truk in 1928 and Saipan, Ponape, Kusaie and Jaluit in 1929 under the commission from the South Seas Bureau to continue his research work. It is hoped that some day in the future an opportunity will present itself for the publication of the result of his work, but so far he has published the following treatises :

1. "On the Natives of Togobai", in No. 2 of Vol. XLIII of the *Jinruigaku Zasshi* (Anthropological Magazine) of February, 1928.
2. *Die Westmikronesier. Eine vorläufige Mitteilung über physische Anthropologie der Mikronesier.*

Arbeiten aus dem Anatomischen Institut der Kaiserlich-Japanischen Universität zu Sendai. Heft XIII. Herausgegeben am 26 November, 1928.

3. "On the tattooing of West Micronesians", in No. 3 of Vol. XLIII of the *Jinruigaku Zasshi* of March, 1928.

c. Language.

Different dialects are spoken in different islands, there being no language common to all. Further, the dialect spoken by Chamorros is different from that of Kanakas. Chamorros speak a common dialect but as for Kanakas, even in the same group of islands, the dialects of the principal islands are different and there are not a few cases where in adjacent islands dialects different from those of the principal islands are spoken. For instance, the natives of Yap and those of the adjacent islands speak different dialects. It is the same with the natives of Ponape and Kusaie. All this is due to the rare and difficult communications between the islands which are separated by great distances, which is also a cause of great inconvenience in administration. Since Japan occupied the Islands, the authorities have established schools at important centres, and even in distant islands simply equipped schools have been established at places inhabited by Japanese. As a result of the efforts made at those schools to spread a knowledge of Japanese the number of natives who are able to speak the language is steadily on the increase, so that in most of the Islands Japanese has become the medium of communication concerning at least simple matters of daily life.

In regard to natives who can speak English, German or Spanish, no investigation has as yet been made, but there are a number of such natives.

This is due to the fact that before Japan undertook the mandatory rule of the district, there were not a few natives, who had been educated at mission schools or were employed by Germans, Americans or Spaniards. Natives who are above 25 years of age and were educated at mission schools or were employed by foreigners, speak more or less one or other of the three languages above mentioned. Among such natives, there are more Kanakas than Chamorros, as the former are more numerous, but on the point of ratio to their own numbers Chamorros probably rank above Kanakas.

d. Manners and Customs.

(1) Dress.—As all the islands lie within the torrid zone, the natives have little need of clothes. Originally they used to go naked and bare-footed, both men and women wearing only a loin cloth. After frequently coming in contact with civilized people, however, many of them began to wear some kind of clothes. At present men mostly have their hair cut short and their faces shaved and wear shirts and trousers, some even full suits, while women are generally dressed in a garment resembling the night-gown worn by European ladies.

As the Islands lie scattered over great distances, the manners of one island are naturally different from those of another, so that no generalization can be made in this respect. But in Saipan and the Marshall Group, which were the earliest to come in contact with civilization, the natives imitate Europeans and wear hats and shoes, and look smart like civilized people at least in appearance. In regard to dress, things get gradually worse as one goes from the middle part of Ponape to Truk, Yap and Palau. Especially is the condition unsatisfactory in Yap, the natives of which still wear no clothes. A curious sight to be seen there is the waist-cloth worn by women. It is made of the fibres of trees or of grass and the wearer makes a rustling sound as she walks.

(2) Ornaments.—Having little need of clothes, the natives have not been accustomed to wear ornaments. Nevertheless, as they have a certain sense of beauty, both men and women adorn themselves with something or other, each island having its own custom in this respect. The most common of decorative devices resorted to is tattooing. Simple patterns or letters of the Roman alphabet are tattooed on the limbs or on the breast, and some natives are tattooed all over their hands and feet, it being their pride to have their skin marked as extensively as possible with complicated patterns. Another way of ornamenting the body is to make scars on the arms, thighs or breast. This device is adopted for the double purpose of decoration and the expression of courage, and is most widely practised in Ponape.

In the island of Truk, holes are bored through the ear-lobes and gradually enlarged, and rings made of shells or wood are suspended from them. Ear-rings and armlets are also used by natives for decorative purposes.

The above-mentioned customs are practised both by men and women, but are generally confined to people above middle age, as, thanks, chiefly to the spread of education, they are disappearing among the rising generation.

(3) Diet.—The natives live chiefly on wild fruits and vegetables, occasionally taking fish and meat. Relying on nature's bounty, practically none engages in labour for the purpose of obtaining food. A few people sow seeds,

but leave them entirely unattended. When the harvest comes, however, they gather more than they can consume, a state of affairs entirely due to the favour of nature. The staple food of the natives is breadfruit, taro potatoes, yam potatoes, and palm fruit, and besides, "hoe" and tapioca are consumed as subsidiary food. Breadfruit and potatoes are most plentifully obtained. Breadfruit, which ripens between May and November, is as large as the head of a child, and when roasted or boiled tastes like bread. One is enough for two meals. Yam potatoes grow in mountainous districts and taro potatoes in low-lying land. Both are very large in size. Yams are particularly so, specimens measuring 3 feet by one foot being found. While unripe palm fruit yields juice, which makes a good drink. Ripe palm fruit contains a fatty flesh, which is white in colour and has a very agreeable flavour. "Hoe" is consumed in Yap, and tapioca in Palau. The former is a large-sized chestnut and the latter is a sort of starch. Both are favourite food-stuffs of the natives. Bananas, pine-apples, mangoes, papaya, lemons and oranges are obtainable everywhere and in large quantities, but are only taken as a relish. Fish are rich in kind and quantity but the method of fishing being very primitive, the catches taken by natives do not amount to much.

The supply of meat is fairly abundant as oxen, pigs and chickens are kept everywhere. Intoxicating liquors and tobacco are coveted by the natives, but under the restrictions placed on the consumption of the former by the terms of the Mandate, the natives are not permitted to drink them except on ceremonial occasions and for medical purposes. In certain localities, some natives abstain from drinking and smoking for religious reasons.

The habit of chewing the betel-nut is wide-spread both in Yap and Palau, nearly all the people being addicted to it, without discrimination between men and women. Many boys and girls contract the habit at an early age.

In Ponape Island, a custom has been prevalent from early times to drink the juice extracted from a perennial herb called Shakao or Sakao by pounding its roots. This drink is taken only on such occasions as marriages, funerals, the construction of new houses, the first use of fishing nets, the repairing of roads and the clearing of undergrowth in palm forests, when people assemble and take meals together, but it is seldom indulged in at private homes.

When an occasion comes on which the drink is needed, they first gather roots of the herb and after cutting them into suitable sizes, pound them on a flat stone with a stone as large as a cocoa-nut (when it is to be used in connection with a ceremonial, those pounding the roots as well as those standing beside them, all wearing waist-cloth made of palm leaves, sing certain fixed songs in chorus). After the roots are crushed to a suitable degree, a little water is added to them, and the pulp being wrapped up in leaves of a tree called Karao (or those of ohohamabou) the juice is wrung out by hand into shells of cocoa-nuts. It is then taken in order of the social rank of the drinkers. Women also drink it, but in a far less quantity than men.

Shakao is a plant belonging to the species of pepper and is scientifically called *piper methysticum* forst. It is known among natives of the Pacific islands by such names as kava, ava, awa or kawakawa. It grows wild, but in the Island of Ponape natives grow it in palm forests or ordinary farms by planting cuttings.

It is one to three metres in height. Several stalks with the maximum diameter of three centimetres come out from one stump. The leaves are of irregular cordate shape. The roots are two to three centimetres thick and are of irregular shape. Their juice has a certain smell and a sharp bitter taste with a refreshing flavour. It is called by natives kava or kawakawa wine and is widely used by natives of the Polynesian islands. It causes a slight excitement to the drinker and gradually makes him sleepy. Among its ingredient is a resin called methysticin, which is of two kinds of L and B. L narcotizes the tongue and eye. According to the studies so far made, the kawa acid ($C_{15}H_{16}O_5$), which crystallizes when it is dissolved, causes local paralysis. There is also an opinion that it is a certain sugary ingredient that is responsible for the action.

The effective ingredient is discharged together with urine. Due to its nature of causing local paralysis, it relieves pain in the urinary passage. For this reason it is compounded with oil of sandal and used as a medicine for curing gonorrhœa. It is also sometimes used as a sudorific for patients suffering from catarrhal diseases. When kawakawa wine is habitually used for a long time, it is said to cause a certain forms of toxicosis called kawaismus. (The disease begins with exfoliation of the skin leaving marks behind and the skin gradually loses its gloss. Weakening of eye-sight and mental dullness are said to be other symptoms of the disease). Though it is called by natives kawakawa or kava wine, it is by no means a kind of alcoholic beverage. Nor does it contain any alkaloid similar to that found in morphine or cocaine. But inasmuch as it causes the above-mentioned effect and if it is abused too often it may make the drinker indolent, its consumption is permitted, following the precedent established under the Germany regime, only when there is good justification and when it is not used more than once per week.

Since the inauguration of the Japanese mandatory rule, no case of toxicosis from drinking of Shakao has been treated in any of the Government hospitals, nor information has ever been received of the appearance of a case. Consumers of Shakao are confined to natives of the Island of Ponape, there being no habit of drinking it among natives of the other islands under Japanese Mandate. There exists a record saying that it was formerly used in Kusaie Island, but none of its inhabitants uses it now.

(4) Dwelling Houses.—The native houses are very simple in construction and poor in appearance. As the various Islands differ in the stage of civilization attained, naturally there is a difference in the building material and in the style of construction. The Chamorros in Saipan, who were the earliest to come in contact with civilization, are comparatively advanced in architecture. The houses in Garapan street inhabited by them are mostly, built of wood, and stand adjoining each other with stone buildings between them, so that the street has quite a European appearance. The houses in Yap are low and gloomy, giving an impression of primitiveness. Some have foundations made of stone and built of large timber, but in construction they are not much advanced beyond temporary sheds, with a sharp-pitched roof and a few windows and doors, while inside they are damp, gloomy and dark even during the day time. In Palau, nearly all the houses have floors and are tolerably well provided with windows and doors. In Ponape the situation is roughly the same as in Palau, but in Truk and Jaluit the houses are very bad having no floors, and are no better than temporary sheds. Occasionally, however, houses

of a European style are found, belonging to wealthy men or to those who have come under European influence.

Throughout the Islands there are buildings which go by the name of "all men houses." These are used on the occasion of meetings of villagers or for lodging visitors from other villages. Each village has one or two such houses, and a community of several villages another. All have been built by co-operation and are used for the common benefit. It is said that they are relics of by-gone fighting ages. Those in Yap are famous for their extraordinary size. In the same island, houses exclusively for women are to be found existent, each village having one or two of them. They are occupied by women during their monthly sickness and no man is allowed access to them. This custom is peculiar to Yap.

(5) Scientific Investigation Concerning Manners and Customs.—In 1925 the Government commissioned Mr. S. Matsuoka to study the manners and customs of the Islanders. His work was published in 1927 under the title "On the Micronesian Race."

VI. International Relations of the Territory under Mandate.

The territory under Japanese Mandate has no special foreign relations except maintaining shipping services and doing exchange of mail matters between Jaluit and Gilbert Island under British rule, between the Truk group and New Guinea under Australian Mandate, between Palau and Dutch Celebes, the Philippines and Mindano and between Saipan and Guam under American rule.

The following international treaties and conventions were applied to the territory under Japanese Mandate during 1931:—

- (1) Convention concerning the making of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneve, 1929).
- (2) *Traité d'Amitié et de Commerce entre le Japon et l'Albanie*, signed at Athens, 20 June, 1930.
- (3) *Traité d'Amitié entre le Japon et l'Afghanistan* signed in London, 19 November, 1930.
- (4) *Accord avec l'Allemagne et Arrangement entre les Puissances Créancières (Allemagne)—Conférence de La Haye*, January 1930.
- (5) *Treaty of Commerce and Navigation between Japan and Lithuania*, signed in Berlin, 2 May, 1930.
- (6) *Treaty of Commerce and Navigation between Japan and Austria*, signed at Vienna, 16 August, 1930.

N.B.—These treaties and conventions are not necessarily applicable by virtue of the existing contractual obligation.

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CHAPTER II.

Administration.

I. Central Administration.

(a) History.

In December, 1914, the South Seas Defence Corps was set up to garrison and administer the South Sea Islands. The Regulations for the Defence Corps were revised in July, 1918, and a Civil Administrative Department was established which was put under the direction of the Commander of the Defence Corps to take charge of the administration, while the Corps was charged with local defence.

On the adoption by the Council of the League of Nations on December 17, 1920, of the terms of the Mandate for the German Possessions in the Pacific Ocean lying north of the Equator, the Government of Japan steadily pushed on preparations for carrying out the duties entrusted to it and after 1921 gradually withdrew the garrisons stationed in the South Sea Islands. On April 1, 1922, the Government abolished the "Regulations for the South Seas Defence Corps" and completed the withdrawal of the garrisons, and at the same time created the South Seas Bureau to carry on the administration of the territory in place of the Defence Corps.

(b) Competence.

The South Seas Bureau has its office in Koror, one of the Palau Islands in the West Caroline group. The Director of the Bureau, under the direction and superintendence of the Minister for Overseas Affairs, manages the various administrative affairs of the mandated territory. With regard, however, to matters relating to posts and telegraphs he is under the superintendence of the Minister for Communications; in matters of currency, banking and customs duties, of the Minister for Finance; and in regard to weights and measures, of the Minister of Commerce and Industry.

The Director of the South Seas Bureau is entrusted with the management of the general administrative affairs of the Islands and the issue of necessary Regulations with penal clauses imposing penal servitude, imprisonment or detention for a period not exceeding one year, or fines or minor fines not exceeding 200 yen in amount. In cases of emergency and for the purpose of maintaining peace and order he may issue Regulations (Bureau regulations) with penal clause heavier than those above mentioned. In such cases, however, he has to ask for Imperial sanction through the Minister for Overseas Affairs immediately after the issue of the Regulations, and, if Imperial sanction is withheld, has to proclaim the invalidity for the future of the Regulations in question.

Legally the Director of the South Seas Bureau is thus authorized to issue Regulations concerning general matters for the management of the administrative affairs of the territory under Japanese Mandate. Practically, however, all important matters are decided by means of Imperial Ordinances.

If and when it is necessary, in the judgment of the Director, for the preservation of peace and order in the territory under his jurisdiction, he may apply to the Commander of a naval port or the senior officer in command of the naval forces in the neighbourhood to employ naval force.

The Director may also cancel or suspend Rules and Instructions issued or measures taken by officials under his jurisdiction, if he considers such to be at variance with laws and regulations, to be injurious to the public welfare or to exceed the competence of the said officials (Vide "Regulations for the Organization of the South Seas Bureau" in Chapter I of the appended "Laws and Regulations").

(c) Organization of the South Seas Bureau.

The South Seas Bureau contains the Director's Secretariat and five sections, namely, the General Section, the Financial Section, the Police Section, the Economic Development Section and the Communications Section. The Director's Secretariat is in charge principally of confidential matters, the General Section, of affairs relating to local administration and public works, the Police Section, of those relating to police, hygiene and prisons, the Financial Section, of those relating to budgets and accounts, the Economic Development Section, of those relating to industry and the Communications Section, of those relating to posts, telegraphs, shipping and nautical marks.

Besides these six Sections, the Saipan Harbour Works Office, the Products Museum and the Marine Products Experimental Station have been established at the Bureau, which are respectively entrusted with the construction works at the harbour of Saipan, the exhibition of products of the territory and the investigation and experiments on marine products.

The administrative system of the South Seas Bureau is as follows:—

South Seas Bureau

{	Director's Secretariat		
	General Section		
	Financial Section		
	Police Section		
	Economic Development Section		
	Communications Section		
	Saipan Harbour Works Office		
	Products Museum		
	Marine Products Experimental Station		
	Office in connection.....		
	{	Branch Bureaux	
		Primary Schools and their Branches	
		Public Schools	
		Apprentice-Woodworkers' Training School	
		{	Higher Court—Local Courts
			Public Procurator's Office in
			Higher Court
			Public Procurator's offices in
			Local Courts
			Industrial Experiment Station—Branch
			Mining Station
			Hospitals—Branches
			Post Offices
			Meteorological Observatory—Branches

The full personnel of the South Seas Bureau and the offices in connection in June, 1931, was as follows:—

	Chokunin rank	Sonin rank	Hannin rank	Police- men	Non-regular members	Total
South Seas Bureau	1	9	49	3	75	137
Branch Bureaux.....	—	3	43	62	92	200
Primary Schools.....	—	—	39	—	—	39
Public Schools	—	—	58	—	23	81
Courts of Justice	—	5	4	—	3	12
Industrial Experimental Sta- tion	—	4	8	—	12	24
Mining Station	—	1	7	—	7	15
Hospitals	—	9	25	—	36	70
Post Offices.....	—	—	51	—	59	110
Meteorological Observatory...	—	—	4	—	8	12
Total.....	1	31	288	65	315	700

N.B.—(1) “Chokunin” corresponds to the rank of a General, “Sonin” to that of a Commissioned Officer and “Hannin” to that of a non-Commissioned Officer.

(2) 41 (policemen) of the non-regular members of the Branch Bureaux and 23 (assistant teachers) of the non-regular members of the Public Schools and a non-regular member (interpreter) of the Court of Justice are natives.

(3) Of the regular members, 385 Chokunin, Sonin, Hannin officials and policemen are Government officials and 315 non-Government officials.

II. Local Administration.

(a) History.

Until “Regulations for the Defence Corps of the South Seas Islands” were revised in July, 1918, the Islands were divided into six districts, and the commander of the garrison in each district, assisted by a civil secretary, dealt with civil administrative affairs in that district. But after the Regulations were revised, a Civil Administration Office was established in each of the above-mentioned six districts, and civil officials were appointed to take charge of local administrative and judicial affairs. The Chief of such an Office was empowered either ex-officio or by special authorization to issue Regulations with penal clause imposing detention or fines.

(b) Branch Bureaux.

On the establishment of the South Seas Bureau in April, 1922, the Civil Administration Offices were abolished, and six Branch Bureaux were established in their place, the sphere of their jurisdiction being the same as that of their predecessors. A Branch Bureau in the normal office for local administration, being in charge of all affairs relating to census, registration, charity and relief, police, prison, hygiene, collection of taxes, education, religion, industry, civil engineering works, harbours, and other matters which do not come under the competence of any specially established office.

A Branch Bureau has a Chief, who, under the direction and superintendence of the Director of the South Seas Bureau, puts into effect laws and regulations and manages administrative affairs in the district under his jurisdiction.

With regard to administrative affairs in the district under his jurisdiction, the Chief of a Branch Bureau is empowered ex-officio or by special authorization to issue Rules. He is not authorized, however, to attach thereto any penal clauses. In case the Director of the South Seas Bureau finds such Rules to be at variance with existing laws and regulations, to be injurious to the public welfare, or to exceed the competence of the authority, he may cancel or suspend them (Vide "Regulations for the Organization of the South Seas Bureau" in Chapter I of the appended "Laws and Regulations").

The Chief of a Branch Bureau is authorized to arbitrate in civil disputes and to pass summary judgment with regard to certain offences. In respect of the detection of offenders, as a judicial police officer, he has the same power as the Public Procurator at a Local Court (Vide "Judicial Ordinance for the South Sea Islands", "Regulations for Business Management in the Courts of Justice and Public Procurator's Offices of the South Seas Bureau" and "Regulations for Summary Decisions regarding Offences in the South Sea Islands" in Chapter VII of the appended "Laws and Regulations").

As regards the names, sites and spheres of jurisdiction of the respective Branch Bureaux, they are to be determined by the Director of the South Seas Bureau after obtaining the approval of the Minister for Overseas Affairs (Vide "Regulations for the Organization of the South Seas Bureau" in Chapter I of the appended "Laws and Regulations").

The names, sites and spheres of jurisdiction of the Branch Bureaux are at present as follows:—

Name	Site	Sphere of Jurisdiction
Saipan Branch Bureau...	Saipan Island in the Mariana Group.	The whole of the Mariana Group.
Yap Branch Bureau.....	Yap Island in the West Caroline Group.	The whole of the West Caroline Group east of 137° E. Long.
Palau Branch Bureau ...	Korrör Island in the Palau Islands in the West Caroline Group.	The whole of the West Caroline Group west of 137° E. Long.
Truk Branch Bureau ...	Summer Island in the Truk Islands in the East Caroline Group.	The whole of the East Caroline Group west of 154° E. Long.
Ponape Branch Bureau...	Ponape Island in the East Caroline Group.	The whole of the East Caroline Group east of 154° E. Long. and the whole of the Marshall Group west of 164° E. Long.
Jaluit Branch Bureau ...	Jaluit Island in the Marshall Group.	The whole of the Marshall Group east of 164° E. Long.

(c) Village Officials.

In order to admit of the appointment of natives as village officials and enable them to participate in the local administration, the sphere under the jurisdiction of each Branch Bureau has been divided into sections to be put under their charge, the offices of Village Chiefs (*Sosoncho*) and Village Headmen (*Soncho*) being instituted for villages of Kanaka tribesmen and those of District Chiefs (*Kucho*) and Deputy District Chiefs (*Joyaku*) for villages of Chamorro

tribesmen. In Saipan Island, however, village officials of Kanaka villages are not called Village Headmen, though they are officials serving Kanaka tribesmen, but are called Deputy District Chiefs as in the case of officials of Chamorro villages, and are subordinate to District Chiefs. This is due to the fact that, not only are Kanaka inhabitants of the island referred to immigrants from other islands, who have established their homes in places formerly occupied by Chamorros, but they constitute only one village by themselves. Again the Chamorro villages in Yap Island have only District Chiefs appointed to them, but no Deputy District Chiefs. Finally Chamorro inhabitants of Palau being immigrants and having no villages of their own, but living mixed with Kanaka tribesmen, no village officials for them are in service. The Village Chief of a Kanaka community is the traditional senior chiefs of the tribe and controls Village Headmen, who are traditional minor chiefs and are subordinate to him. In certain localities, however, Village Chiefs only are in office without Village Headmen, while in others Village Headmen only with no Village Chief standing above them. All such arrangements have been made in conformity with the time-honoured usage. The District Chief of a Chamorro village corresponds in competence to the Village Chief of a Kanaka community, but among the Chamorros there has been no usage of having a chief over them. Accordingly, their feeling towards village officials is quite different from Kanaka tribesmen's. It is for this reason that the appellations of village officials for Kanakas have been made different from those of the same for Chamorros.

The village officials are appointed or dismissed by the Chief of the Branch Bureau with the sanction of the Director of the South Seas Bureau. In making appointments, traditional tribal chiefs are usually chosen for Kanaka villages and those recommended by villagers for Chamorro villages.

The sphere of jurisdiction of a native official is determined in accordance with usage, but it may be changed by the Chief of a Branch Bureau after inviting and considering the opinions of interested officials and obtaining the approval of the Director of the South Seas Bureau.

A Village Chief, or a District Chief and a Village Headman not subordinate to a Village Chief shall, under the direction of the Chief of the Branch Bureau, execute his functions defined by laws, regulations and local conventions, and at the same time shall execute the following activities which concern native inhabitants (Vide "Rules for the Service of Native Village Officials" in Chapter II of the appended "Laws and Regulations") :—

- (1) Bringing laws and regulations to the notice of villagers.
- (2) Forwarding to the authorities of applications, reports, etc. sent in by villagers.
- (3) Transmission to villagers and the due execution of instructions issued by the Chief of the Branch Bureau.

In addition to the above-mentioned matters, a Village Chief or a District Chief or a Village Headman not subordinate to a Village Chief is required to make a report at least twice a year to the Chief of the Branch Bureau or to the proper police officer concerning the conditions, changes in population, etc. of the village under his jurisdiction. In case epidemics break out, natural calamities happen, injurious insects appear, or any other important occurrences take place, he must immediately report it to the authorities.

A Village Chief, a District Chief, or a Village Headman not subordinate to a Village Chief may submit to the Chief of the competent Branch

Bureau his opinion concerning the administration of the village under his jurisdiction.

Village Headmen and Deputy District Chiefs assist Village Chiefs and District Chiefs in the execution of their functions or take charge of part of them.

A Village Chief or a District Chief is accorded a monthly allowance not exceeding 35 yen in amount and a Village Headman or a Deputy District Chief an allowance not exceeding 20 yen in amount (Vide "Rules concerning Allowances to Native Village Officials" in Chapter II of the appended "Laws and Regulations").

The following list shows the number of Village Chiefs, District Chiefs, Village Headmen and Deputy District Chiefs in service in June, 1931:—

	Village Chiefs	Village Headmen	District Chiefs	Deputy District Chiefs
Saipan Branch Bureau	—	—	2	6
Yap Branch Bureau	10	—	1	—
Palau Branch Bureau	2	13	—	—
Truk Branch Bureau	6	23	—	—
Ponape Branch Bureau	13	14	—	—
Jaluit Branch Bureau	1	16	—	—
Total	32	66	3	6

N. B.—(1) One of the six Deputy District Chiefs in Saipan is a Kanaka.

(2) Of the Village Headmen 2 in Palau, 1 in Ponape and 1 in Jaluit are Village Chiefs who additionally hold the office of a Village Headman.

(3) The post of 1 Deputy District Chief in Saipan is vacant.

III. Police.

(a) Organization of the Police.

After the complete withdrawal of the naval forces from the Islands in April, 1922, the maintenance of peace and order in the territory was placed exclusively in the hands of the police. This necessitated an augmentation of the police force. Accordingly, for the management of affairs concerning police, sanitation and the execution of sentences, a police superintendent, police inspectors, police sergeants and policemen have been appointed to the South Seas Bureau and police inspectors, police sergeants, policemen and native policemen to the Branch Bureau.

Native policemen are recruited from among the natives after a scholastic examination, physical examination and investigation of character. In the case of persons who have completed the course of a Public School or any higher school as well as of persons who have previously served as native policemen or assistant teachers, the scholastic examination may be omitted (Vide "Regulations for the Appointment of Native Policemen" in Chapter V of the appended "Laws and Regulations").

At the beginning native policemen were as a rule only employed to assist in the transaction of affairs relating to police, hygiene and punishment in cases where natives alone were concerned. As they have since gradually

advanced in efficiency and their training has also been made fairly thorough, it has been found that there is no longer any need to restrict their sphere of service to assisting in the transaction of affairs concerning natives only, but that they may be entrusted with general affairs of a simple nature. In September, 1929, the restriction was abolished so that they may be employed in assisting in the transaction of affairs relating to police, hygiene and punishment in general (Vide "Rules for the Distribution and Service of Native Policemen" in Chapter V of the appended "Laws and Regulations")

The full personnel of the Police at the end of June, 1931 was as follows:—

	Police super- intendent	Police inspectors	Police sergeants	Police- men	Native Policemen	Total
South Seas Bureau	1	1	1	3	—	6
Saipan Branch Bureau	—	2	1	24	11	38
Yap Branch Bureau	—	1	—	5	5	11
Palau Branch Bureau	—	1	1	12	8	22
Truk Branch Bureau	—	1	—	6	5	12
Ponape Branch Bureau	—	1	1	9	8	19
Jaluit Branch Bureau	—	1	—	6	4	11
Total	1	8	4	65	41	119

N.B.—In the distribution of the police force, the number of inhabitants is taken into consideration, but the main factors determining it are the geographical conditions and the standard of civilization attained by inhabitants.

At important places under the jurisdiction of each Branch Bureau, police stations are established to which either a police sergeant, a policeman or a native policeman is detailed. Further, in consideration of a great increase in the number of Japanese residents in Tinian Island under the jurisdiction of the Saipan Branch Bureau due to the recent development of the productive industry of the island, a detached police station was established there in February, 1931, a police sergeant and a number of policemen being detailed thereto.

The number of the police boxes or stands at the end of June, 1931, was as follows:—

	Manned by Police Inspectors	Manned by Police Sergeants	Manned by Policemen or Native Policemen
Saipan Branch Bureau	1	—	6
Yap Branch Bureau	—	—	1
Palau Branch Bureau	—	1	3
Truk Branch Bureau	—	—	2
Ponape Branch Bureau	—	1	3
Jaluit Branch Bureau	—	—	2
Total	1	2	17

(b) Expenditure.

The Estimates and Settled Accounts for the police are as follows:—

	Estimate		Increase or *Decrease	Settled accounts for 1930
	for 1931	for 1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	30,374	31,176	* 802	34,379
Office expenses	157,904	155,568	2,336	137,190
Purchase of articles	7,488	7,488	—	3,282
Communications and transport.....	3,510	3,510	—	1,535
Repairs	9,858	9,858	—	479
Travelling expenses	13,750	13,750	—	17,677
Salaries and allowances to policemen.	91,419	90,619	800	95,179
Salaries to native policemen	20,160	20,160	—	11,200
Wages to employees.....	2,310	2,310	—	837
Clothing.....	8,629	7,093	1,536	6,479
Miscellaneous	780	780	—	518
Other outlays	1,050	1,050	—	2,623
Repairs of police stations, official resi- dences, etc.	7,700	66,727	*59,027	46,875
Total	197,028	254,521	*57,493	221,069

N.B.—Amounts less than 1 yen of settled accounts are omitted.

(c) General Conditions of Police Control.

The territory under Japanese Mandate is sparsely populated, and not only are its social conditions simple, but the inhabitants are generally mild in disposition and simple-hearted. The people being quiet and law-abiding and not licentious, there is no necessity of instituting for the territory detailed and strict regulations such as exist in civilized countries, with regard to the police supervision of various matters. Accordingly, regulations concerning supervision are provided for only in respect of important matters, leaving the rest to be suitably dealt with as occasion demands it. A general explanation follows regarding the matters over which the police exercises control.

(1) Offences.—As the mandated territory is small islands, it is easy to prevent offences as well as to secure offenders. In the islands, moreover, living is easy and the inhabitants are gentle in character. For these reasons the occurrence of offences is, comparatively speaking, infrequent. Especially infrequent is the occurrence of the so-called crimes of violence such as murder, armed burglary and assaults upon women.

The most numerous offences committed throughout the territory are infringements of the Rules for the Control of Liquors, those constituting about 60 per cent of the total number of offences dealt with year after year. Theft comes next in number, constituting about 20 per cent.

Next to the above-mentioned two, come offences of injury, violence, fraud, gambling, adultery, infringement of the Rules for the Fishing Industry and infringement of the Rules for the Control of Guns and Explosives. The number of each of these offences committed, however, is very small indeed, rarely amounting to 5 per cent. Not only so, but the circumstances and motives leading to the perpetration of those crimes are extremely simple. Nevertheless a tendency is observable that the number both of Japanese residents and natives committing crimes gradually increases year after year, especially conspicuous being an increase in the number of persons infringing the Rules for the Control of Liquors. No doubt the growth of greed attendant upon the economic development of the territory and the intellectual advancement of the inhabitants partly account for the tendency referred to, but it

should be noted that there is another and more important factor responsible for it. This is the fact that along with the completion of administrative organs, the control of various matters and the detection of offences have come to be more efficiently carried out, resulting in the discovery of offences and the securing of offenders in greater number than hitherto.

Generally speaking, police offences are not frequently committed, the total number of cases dealt with during 1930 being only 187. Of these, those which are, comparatively speaking, most frequently committed, are offences against good morals, offences endangering traffic, and injuring or collecting of trees, vegetables or fruits belonging to other people. Offences against good morals and injuring trees belonging to other people are committed mostly in the eastern part of the territory, viz., Truk, Ponape and Jaluit, while most of the offences endangering traffic occur in the western part, viz., Saipan and Palau. This is considered to be due to the fact that the inhabitants of the eastern part of the territory are still low in their cultural advancement and are lacking in moral ideas, especially in public-spiritedness, while those of the western part are culturally more advanced and traffic is busy in their districts.

Police offences were formerly dealt with in accordance with rules established by the Chief of each Branch Bureau at his discretion on the authority of the Ordinance for Punishment of Police Offences in the South Sea Islands. Necessity being recognized of adjusting and unifying all such rules and at the same time of revising their contents in order to conform them to the progress of the times, Regulations for Police Offences were enacted and promulgated in August, 1926, and at the same time the rules established by the Chiefs of Branch Bureaux were repealed (Vide "Regulations for Police Offences" in Chapter V of the appended "Laws and Regulations").

TABLE SHOWING NUMBER OF OFFENCES DISCOVERED AND PROSECUTED AND PERSONS HUNTED UP.

	1926				1927				1928				1929				1930			
	No. of offences		Hunted up		No. of offences		Hunted up		No. of offences		Hunted up		No. of offences		Hunted up		No. of offences		Hunted up	
	No. of offences	Persons of Japanese Natives	No. of cases	Persons of Japanese Natives	No. of offences	Persons of Japanese Natives	No. of cases	Persons of Japanese Natives	No. of offences	Persons of Japanese Natives	No. of cases	Persons of Japanese Natives	No. of offences	Persons of Japanese Natives	No. of cases	Persons of Japanese Natives	No. of offences	Persons of Japanese Natives	No. of cases	Persons of Japanese Natives
Obstruction of execution of official duties.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Escape of prisoners	—	—	—	—	1	1	—	—	—	—	—	—	1	1	—	—	2	2	—	—
Arson and fire caused by culpable negligence	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Violation of domicile	7	2	7	1	7	1	6	2	3	3	2	1	3	3	3	—	5	5	4	1
Defiling of drinking water	6	3	8	2	8	6	6	1	6	6	1	5	3	3	1	2	7	7	3	3
Alteration of currency	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Forgery and alteration of documents	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—	—
Forgery of seals	—	—	—	—	6	—	6	1	1	1	1	—	4	4	1	1	3	3	1	1
False charge	—	—	—	—	—	—	—	—	1	1	1	—	—	—	—	—	—	—	—	—
Indecent acts, adultery and double marriage	—	—	—	—	—	—	—	—	1	1	—	—	—	—	—	—	—	—	—	—
Gambling and lottery	6	2	5	1	5	7	3	—	3	3	—	—	7	7	3	7	4	4	—	5
Offences concerning chapels and tombs ..	11	45	6	16	6	15	7	13	7	7	13	32	5	5	15	6	9	9	26	—
Bribery	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Homicide and abetting suicide	2	2	1	1	1	1	—	—	—	—	—	—	1	1	1	—	—	—	—	—
Violence and wounding	26	12	29	20	2	1	2	2	2	2	2	—	1	1	1	—	2	2	1	1
Wounding by culpable negligence	1	1	4	1	4	3	3	2	22	3	2	2	21	20	29	4	31	31	33	5
Abortion	1	1	1	3	1	—	—	—	3	3	—	—	4	4	4	—	—	—	—	—
Unlawful detention	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Intimidation by violence	—	—	—	—	—	—	1	2	1	1	2	—	—	—	—	—	—	—	—	—
Intimidation and Abduction	—	—	—	—	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—
Libel	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Injuring credit and obstruction of business	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	1	—
Larceny and armed robbery	128	36	61	30	99	78	183	20	126	183	20	99	193	154	19	91	206	182	29	92
Fraud and blackmail	10	4	4	5	18	15	6	3	6	6	3	3	31	31	12	6	40	40	19	4
Embezzlement	7	2	4	5	8	3	12	6	12	12	6	6	17	17	9	18	4	4	2	2
Offences concerning stolen articles	6	8	—	—	12	22	2	2	2	2	—	3	5	5	2	3	2	2	1	2

Criminal offences

(2) Control of Newspapers.—In view of the appearance in recent days of journals of various associations and publications containing literary articles and news items, the Rules for the Control of Newspapers in the South Sea Islands were promulgated in September, 1929, for control of such journals and publications. By these Rules any publication, which is issued under a fixed title either periodically or at irregular intervals within a term of six months, or one, which is extraordinarily issued under the same title as the regular issue, is put under control as a newspaper, and it is provided that the publisher shall give to the authorities information concerning certain prescribed matters and present to them a number of copies of each issue and that no newspaper shall publish matter prohibited by the Public Procurator, proceedings of trials held behind closed doors, documents and proceedings which have not been made public by the Administration and matter calculated to incite or justify crime or praising or assisting convicted or accused persons. As regards newspapers published outside the mandated territory, it is provided that the sale and distribution of any newspaper containing matter calculated to be injurious to public order or good manners shall be prohibited within the territory. Finally, it is provided that not only shall administrative measures such as the prohibition of sale and distribution and the seizure of copies be taken against a newspaper infringing the Rules, but those who are held to be responsible shall be sentenced to imprisonment for a term not exceeding one year or to a fine not exceeding 200 yen (Vide “Rules for the Control of Newspapers in the South Sea Islands” in Chapter V of the appended “Laws and Regulations”).

Twelve newspapers are being actually published in accordance with the provisions of the Rules referred to, but nine of them are more nominal than real. The remaining three are dailies, but are of very small scale and possessing neither political nor idealistic colouring, they are scarcely worthy of being recognized as newspapers. So far none of them has published articles considered injurious to public order or good manners and has been prohibited sale and distribution or seized for infringement of rules for their control. No newspaper has ever been subsidized by the Government.

The names and publishers of the above-mentioned two dailies are :

Nanyo Shinko Nippo.	Publisher :	Takeiro Naito.
Nanyo Radio Shimbun.	„ :	Hachiro Mori.
Nanyo Nichinichi Shimbun.	„ :	Morimo Nishihira.

(3) Control of Meetings and Associations.—Formerly meetings and associations requiring control were unknown in the mandated territory. The necessity of controlling them was recognised, however, along with the growing increase in the number of Japanese residents, and “Police Rules for the Maintenance of the Public Peace” were promulgated for the South Sea Islands in July, 1929. In these Rules it is provided that except for meetings participated in exclusively by natives, persons who desire to hold political meetings or to form political associations or to hold meetings or any mass movements in the open air must report their intention to the authorities beforehand.

The Rules further provide for the strict prohibition of secret associations and against joining such associations or attending their meetings. The Rules provide for the prohibition of speeches on and the discussion of matters concerning trials held behind closed doors, of speeches and discussions inciting

or justifying crimes or praising or assisting convicted or accused persons ; in short, of speeches on and discussion of all matters calculated to be injurious to public order or good manners. Finally it is provided that persons infringing the Rules, shall be sentenced to imprisonment for a term not exceeding one year or to a fine not exceeding 150 yen in addition to the subjection to administrative measures such as dissolution, dispersion, deportation, etc. (Vide “Police Rules for the Preservation of Peace in the South Sea Islands” in Chapter V of the appended “Laws and Regulations”).

At present there is in existence at Saipan 1 association formed in accordance with the Rules, which is publishing the above-mentioned Nanyo Shinko Nippo. It has no idealistic principles and there is no fear of its disturbing the public peace. No secret association has been discovered. Nor any meeting has ever been dissolved on the ground of being injurious to the public peace and order.

(4) Control of Guns and Gunpowder.—The “Rules for the Control of Guns and Gunpowder” promulgated in 1922 remain in force. In these Rules guns are divided into two classes, namely, military guns (guns which may be used for military purposes) and non-military guns. The manufacture, repair and reconstruction of military guns and explosives are prohibited. Persons desiring to manufacture, sell, import, export or transfer non-military guns or explosives are required to obtain official permission for so doing. No natives are permitted to buy or sell, transfer or possess or use guns or explosive for any purpose whatever.

Any person violating any of the above Rules shall be liable to penal servitude for a period not exceeding six months or a fine not exceeding 200 yen in amount, or to police detention or a minor fine, and the articles illegally disposed of shall be confiscated (Vide “Rules for the Control of Guns and Gunpowder” in Chapter V of the appended “Laws and Regulations”).

In the mandated territory, no one has so far been granted permission to manufacture guns or explosives. With regard to the sale of guns or explosives, permission has been granted to one person in Saipan and to another in Palau, but neither of them has handled practically any of them in recent times.

The guns existing in the territory are very few in number, nearly all of which are used for hunting purposes and only a few are possessed for self-protection and explosives are chiefly used either in engineering work or in hunting. Whenever needed, they are imported from Japan by official permission. Neither guns nor explosives have ever been imported from or exported to any foreign country.

I. NUMBER OF GUNS IMPORTED EACH YEAR SINCE 1927.

	1931 Jan.-June	1930	1929	1928	1927
Military guns	—	—	—	—	—
Non-military guns.....	Rifles	22	40	49	27
	Pistols	—	—	—	—
	Revolvers	1	5	2	4
Total	23	45	51	31	56

II. NUMBER OF GUNS DULY POSSESSED AT THE END OF EACH YEAR SINCE 1927.

	1931 Jan.-June	1930	1929	1928	1927
Military guns.....	—	—	—	—	—
Non-military guns.....	Rifles	308	307	278	260
	Pistols	—	—	—	—
	Revolvers	21	21	18	17
Total	329	328	296	277	239

N.B.—(1) The divergence between the number of guns duly possessed at the end of a certain year and the number of them imported during the same year plus the number of them duly possessed at the end of the preceding year is due to the fact that some are brought back to Japan and some are lost or thrown away.

(2) Rifles are for hunting purposes and revolvers for self-protection.

Quantities of explosives imported from Japan during 1930 and between January and June of 1931 were as shown in the following table:—

Classification	Gunpowder	Explosive Dynamite	Igniters			Bullets
			Percussion caps	Detonators	Slow-burning fuses	
1930	Saipan	116 kg.	—	30,800 pieces	—	116 pieces
	Yap	9	—	2,500	—	—
	Palau	54	—	21,800	—	150
	Truk	6	—	1,100	—	2,000
	Ponape	32	—	13,100	—	5,556
	Jaluit	—	—	—	—	—
	Total	217	—	69,300	—	7,822
Jan.-June, 1931	Saipan	39	—	14,700	—	—
	Yap	—	—	—	—	—
	Palau	44	—	16,000	—	—
	Truk	3	—	900	—	1,000
	Ponape	9	—	5,000	—	400
	Jaluit	—	—	—	—	—
	Total	95	—	36,600	—	1,400
1929	274	52	107,315	2,000	355	4,145
1928	359	877	283,340	—	99,091	2,454
1927	19,198	45	78,580	—	1,454	500

N.B.—The bullets imported were chiefly for hunting purposes, but include a very small number of those of revolvers intended for self-preservation.

The following table gives the number of persons infringing the “Rules for the Control of Guns and Gunpowder” during 1930 and between January and June of 1931:—

Classification	1930			Jan.-June, 1931			1929	1928	1927
	Japa- nese	Natives	For- eigners Total	Japa- nese	Natives	For- eigners Total			
Persons who transferred or gave guns or explosives to natives	—	—	—	—	—	—	—	—	2
Natives to whom guns or explosives were transferred or given or who owned or used them.....	—	3	—	3	—	—	4	8	5
Persons who caused natives to handle guns or explosives	2	—	—	2	—	—	6	1	1
Natives who handled guns or explosives	—	—	—	—	—	—	14	1	2

Classification	1930				Jan.-June, 1931				1929	1928	1927
	Japa- nese	Natives	For- eigners	Total	Japa- nese	Natives	For- eigners	Total			
Persons who possessed, sold, bought or lent guns or explosives without obtaining permission.....	5	—	—	5	—	—	—	—	7	2	2
Persons who illegally got possession of guns or explosives sold or used them without obtaining permission	16	—	—	16	2	—	—	2	7	—	—
Persons who imported explosives without obtaining permission	—	—	—	—	1	—	—	1	—	—	—
Total	23	3	—	26	3	—	—	3	38	12	12

(5) Control of Alcohol and Intoxicating Liquors.

Except for medicinal purposes or where permission has been specially obtained for religious and other ceremonies, from the Chief of the competent Branch Bureau, the natives are prohibited from consuming spirits or liquors containing more than 3 per cent of alcohol and from manufacturing, selling or purchasing, and possessing them. No one is permitted to give, sell or transfer spirits or intoxicating liquors to natives who have not obtained permission to consume them. Persons other than natives, who desire to manufacture or sell spirits or intoxicating liquors, are required to obtain permission from the Chief of the competent Branch Bureau.

Any person infringing any of the above-mentioned rules is liable to a fine or minor fine not exceeding 150 yen in amount and the contraband liquors shall be confiscated. No natives have been permitted to consume spirits or liquors since the rules were instituted. As for the rules in force for the control of liquors please see "Rules for the Control of Liquors" in Chapter V of the appended "Laws and Regulations".

(a) Import and Export of Alcohol and Intoxicating Liquors:—

At present practically no alcohol or intoxicating liquors is imported from foreign countries into the mandated territory, all that is imported coming from Japan Proper. As for export of alcohol and whisky manufactured in the mandated territory, it is mostly done to Japan Proper, though a little quantity of the goods manufactured in the territory and of those imported into the territory from Japan Proper is exported to Guam and Dutch Celebes from Saipan and to Gilbert Island from Jaluit.

The following table shows the respective amounts of intoxicating liquors exported and imported during 1930 and between January and June of 1931:—

TABLE SHOWING QUANTITIES OF ALCOHOL AND INTOXICATING LIQUORS EXPORTED.

Classification	Exported to Japan			Exported abroad				Total of export to Japan and abroad		Ex-ported to Japan Alcohol
	Whisky	Others	Total	Shochu	Beer	Japanese sake	Total	Total actual	Total in terms of	
	45-50% litres	litres	litres	30-45% litres	4% litres	16% litres	litres	quantity litres	50% litres	
1930 { Saipan	72,156	248	72,404	144	—	—	144	72,548	68,022	941,636
1930 { Jaluit	—	—	—	35	—	105	140	140	58	—
1930 { Total	72,156	248	72,404	179	—	105	284	72,688	68,080	941,636
Jan.-June, 1931 { Saipan	28,862	456	29,318	—	—	—	—	29,318	27,276	450,975
Jan.-June, 1931 { Jaluit	—	—	—	—	—	—	—	—	—	—
Jan.-June, 1931 { Total	28,862	456	29,318	—	—	—	—	29,318	27,276	450,975

N. B.—The divergence between the above figures and those given in the paragraph dealing with port clearance dues in Chapter III is due to the fact that the former are for the calendar year while the latter are for the fiscal year (from April to March of the following year).

TABLE SHOWING QUANTITIES OF INTOXICATING LIQUORS IMPORTED.

Classification									Total	
	Japanese sake	Beer	Wine	Shochu	Whisky	Brandy	Mirin	Others	Total actual	Total quantity
	16% litres	4% litres	13% litres	30-45% litres	45-50% litres	50% litres	litres	litres	quantity litres	reduced to 50% litres
1930 { Saipan	60,418	121,144	2,091	16	—	—	429	—	184,098	29,796
1930 { Yap	1,639	1,909	56	762	16	85	62	—	4,529	1,356
1930 { Palau	17,703	36,782	438	3,987	148	25	469	285	59,837	12,003
1930 { Truk	18,641	18,477	551	329	86	—	69	17	38,170	7,936
1930 { Ponape	10,344	13,309	467	2,404	367	—	141	31	27,063	6,604
1930 { Jaluit	7,720	12,335	234	34	52	—	17	—	20,392	3,600
1930 { Total { Total actual quantity ...	116,465	203,956	3,837	7,532	669	110	1,187	333	334,089	—
1930 { Total { Total quantity reduced to 50%	37,269	16,317	998	5,272	629	110	594	106	—	61,295
Jan.-June, 1931 { Saipan ..	23,191	54,595	689	31	54	—	719	—	79,279	12,401
Jan.-June, 1931 { Yap	735	1,281	144	520	15	38	21	—	2,754	800
Jan.-June, 1931 { Palau	6,956	24,103	437	1,849	23	9	461	64	33,902	5,844
Jan.-June, 1931 { Truk	6,970	12,433	190	120	104	—	35	—	19,852	3,473
Jan.-June, 1931 { Ponape	13,705	11,652	341	1,511	505	—	—	—	27,714	6,940
Jan.-June, 1931 { Jaluit	4,340	4,436	103	—	18	18	—	13	8,923	1,810
Jan.-June, 1931 { Total { Total actual quantity ...	55,897	108,500	1,904	4,031	719	65	1,236	77	172,429	—
Jan.-June, 1931 { Total { Total quantity reduced to 50%	17,887	8,680	495	2,822	676	65	618	25	—	31,268
1929	208,200	179,713	23,740	6,998	1,830	483	607	298	421,869	94,680
1928	90,254	236,372	3,614	21,391	656	307	842	374	353,810	65,164
1927	87,349	175,990	3,480	7,570	720	91	479	100	275,779	48,118

N. B.—Percentage of alcohol contents shows the quantity of pure alcohol contents.

(b) Manufacture of Alcohol and Intoxicating Liquors:—

In the mandated territory, the Nanyo Kohatsu Kabushiki Kaisha (the South Seas Development Co., Ltd.) is the only concern that has so far been granted permission to manufacture alcohol. It is permitted to manufacture alcohol to the maximum amount of 7,000 koku a year from the molasses which is obtained as a by-product in the process of the manufacture of sugar.

The alcohol manufactured is mostly exported to Japan and that which is consumed in the Island, inconsiderable in amount, is used in the preparation of mixed drinks, for medical purposes and as fuel.

The following table shows the quantities of alcohol manufactured and exported to Japan since 1926 :—

	Manu- factured	Brought over from the pre- ceding year	Total	Consumed in the Islands			Natural waste	In stock
				Ex- ported to Japan	For the pre- paration of mixed drinks	For other purposes		
	litres	litres	litres	litres	litres	litres	litres	litres
July-Dec., 1926	407,288	—	407,288	357,896	—	21,484	13,328	14,580
1927	1,110,100	14,580	1,124,680	930,812	31,400	2,302	6,052	15,411
1928	824,815	154,111	978,926	721,560	26,460	144	—	230,762
1929	799,650	230,762	1,030,412	849,600	49,098	20,888	499	110,327
1930	1,099,212	110,327	1,209,539	941,641	50,271	16,892	—	200,735
Jan.-June, 1931	619,913	200,735	820,648	450,977	17,168	18,322	—	334,181

N. B.—(1) The net alcoholic contents is about 94 per cent.
(2) The above table shows figures for each calendar year. “Quantity exported to Japan” in the table represents the total quantity exported to Japan. “Others” consumed in the Islands represents quantities consumed for medical, lighting and heating purposes.

There are eleven persons in Saipan and one each in Palau and Truk who have been accorded permission to manufacture intoxicating liquors, but none in other islands.

The following table shows the quantities of intoxicating liquors manufactured by them during 1930 and between January and June of 1931 :—

Classification	Shochu 30-45%	Japanese sake 20%	Awa- mori 30-45%	Banawa wine 36%	Wine 12%	Whisky 45-50%	Beer 4%	Total	
								Actual total quantity	Total quantity reduced to 50%
	litres	litres	litres	litres	litres	litres	litres	litres	litres
Jan.-June, 1931.....	136,878	1,443	8,897	—	—	28,321	—	175,539	133,939
1930	268,130	2,669	22,440	—	360	73,076	—	366,675	281,944
1929	246,532	4,248	—	250	234	45,018	—	296,282	224,885
1928	206,783	8,207	—	3,842	469	—	1,227	220,528	153,232
1927	178,712	—	—	—	394	73	—	179,179	125,253

N. B.—Of the liquors tabulated above the following quantities were those manufactured with alcohol manufactured in Saipan, as material (Vide quantities of alcohol consumed in the Islands mentioned in the preceding paragraph).

Classification	Shochu	Japanese sake	Wine	Whisky	Total
	litres	litres	litres	litres	litres
Jan.-June, 1931	2,100	1,440	—	28,321	31,861
1930	21,346	2,669	360	46,901	71,276
1929	32,519	4,248	234	45,018	82,019
1928	55,678	8,207	469	—	64,354
1929	79,788	—	394	73	80,255

N. B.—Percentage of alcoholic contents shows the quantity of pure alcoholic contents.

(c) Sale of Intoxicating Liquors :—

The following table shows the number of persons who were engaged in the sale of liquors at the end of December, 1930 :—

Saipan	Yap	Palau	Truk	Ponape	Jaluit	Total
87	4	23	15	26	13	168

(d) Taxation on Alcohol and Intoxicating Liquors :—

Taxes on liquors are customs duties and port clearance dues, neither consumption duties nor business tax being imposed on them.

With regard to the collection of customs duties on liquors, the relevant laws and regulations in force in Japan Proper are *mutatis mutandis* applied, they being imposed on goods imported from abroad, but no duties are imposed on goods exported to abroad. The tariff is the same as in Japan Proper.

Port clearance dues are levied when alcohol and liquors are exported from the Islands to Japan Proper, Chosen, Taiwan or Karafuto. The tariff is the same as in the destination of the goods exported.

(6) Control of Dangerous Drugs.

The natives are not addicted to the use of any dangerous drugs such as morphine or cocaine. Considering it necessary, however, not to neglect the control of such drugs, the authorities promulgated in 1922, the "Regulations for the Control of Opium, Morphine, Cocaine and the Salts Thereof," by virtue of which their manufacture, importation, exportation and possession are prohibited except in the case of physicians, dentists, pharmacists and other persons, who professionally require them and who have obtained special permission. Any person infringing the regulations is liable to penal servitude for a period not exceeding one year or a fine not exceeding 200 yen in amount, or to police detention or a minor fine. Again in June, 1928, in accordance with No. 3 of Article XII of the Regulations referred to, certain kinds of drugs to which the Regulations are *mutatis mutandis* applied were made public (Vide "Regulations for the Control of Opium, Morphine, Cocaine and Salts Thereof" and "Drugs Regarded as Possessing the Same Effect as those Mentioned under No. 1 and No. 2 of Article XII of the Regulations for the Control of Opium, Morphine, Cocaine and Salts Thereof" in Chapter VI of the appended "Laws and Regulations").

When those drugs are required by the South Seas Bureau Hospitals for medical purposes, the hospital authorities may import them, but when this is effected they are required to report to the Director of the South Seas Bureau the names and quantities of the drugs imported, the date of importation, and the name, trade name and address of the persons who have transferred or sold them to the hospitals (Vide "Regulations for Dealing with Medicinal Opium, Morphine, Cocaine and Salts Thereof in the South Seas Bureau Hospitals" in Chapter VI of the appended "Laws and Regulations").

Up to the present there occurred one case of infringement of the Regulations. This was the case of a physician who imported a little quantity of narcotic drugs without permission on the occasion of his arrival in the territory. No other cases of offence have appeared.

The following table shows the quantities of dangerous drugs imported during 1930 and between January and June of 1931 :—

Classification	Opium and preparations thereof					Morphine and salts and derivatives thereof					Cocaine and salts and preparations thereof			
	Opium	Tincture of opium	Pantopon	Dover's powder	Laudanum	Ethyl-morphine hydrochloride	Cocaine phosphate	Diacetyl-morphine hydrochloride	Ethyl-morphine hydrochloride	Apo-morphine hydrochloride	Hydrochloride codeine	Cocaine hydrochloride	Novocaine	Tropa cocaine hydrochloride
	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams	Grams
Saipan	(12)	(1,191)	(39)	1,000	—	(26)	(43)	—	—	(1)	—	(70)	(63)	(16)
Yap	—	—	71	1,000	—	25	700	—	—	—	—	200	—	—
Palau	—	—	1	—	—	20	—	15	25	—	—	15	—	2
Angaur	—	—	3	—	—	66	50	—	—	—	—	(63)	—	—
Truk	—	—	—	—	—	—	25	—	—	—	—	104	—	—
Ponape	—	—	8	500	—	—	75	—	—	—	—	—	—	—
Jaluit	—	—	1	—	—	—	50	10	5	1	—	—	—	—
Total	(12)	(1,191)	(39)	1,500	—	(26)	(43)	—	30	(1)	—	(5)	(20)	—
Jan-June, 1931	(11)	(75)	3	—	—	(10)	900	(1)	—	—	—	(138)	(83)	(16)
Saipan	—	—	—	—	—	—	—	—	—	—	—	2	—	2
Yap	—	—	—	—	—	—	—	—	—	—	—	200	—	—
Palau	—	—	—	250	—	—	—	—	—	—	—	(9)	(25)	—
Angaur	—	—	1	—	—	—	50	—	—	—	—	25	—	—
Truk	—	—	26	—	—	—	50	10	10	—	—	(12)	—	—
Ponape	—	—	1	—	—	—	—	—	—	—	—	—	25	—
Jaluit	—	(75)	—	—	—	(10)	—	(1)	—	—	—	(31)	(25)	(30)
Total	(11)	(75)	31	250	—	(10)	100	10	10	—	—	225	25	—
1929	(50)	275	899	132	—	(45)	(55)	—	60	5	—	(88)	(157)	(3)
1928	105	—	949	2,200	—	63	1,020	—	20	1	—	501	25	13
1927	19	—	22	1,000	—	67	826	10	28	—	—	334	(50)	12
	50	550	—	—	—	(3)	(53)	—	—	—	—	(48)	150	—
						5	652	—	—	—	50	355	151	—

N. B.—Figures in brackets represent amounts imported by other than the South Seas Bureau Hospitals, namely medical practitioners and dentists. All were imported from Japan Proper and none from foreign countries.

(7) Control of Prostitution.

In the mandated territory no system of licensed prostitution exists. Persons who have prostituted themselves, or have pandered or have let rooms for immoral purposes are punished with detention for a period not exceeding 30 days or a minor fine not exceeding 20 yen in amount, and persons who have prostituted themselves are subjected to a sanitary examination and if found unsound are compulsorily subjected to medical treatment (Vide "Regulations for Police Offences" in Chapter V of the appended "Laws and Regulations").

(8) Control of Residents.

No restriction is placed on the entry of Japanese into the mandated territory nor is required to follow any special procedure for entering it. Foreigners desiring to enter it, however, are required to carry passports on their person. With regard to the visa, Japan adheres to the principle of reciprocity, not requiring it of subjects of countries with which she has agreed to abolish it, but requiring it of those of other countries. Even though foreigners carry passports on their person, if it is apprehended that they may act in a manner contrary to the interests of the mandated territory, or may disturb the public peace or injure good morals, or if they are found to be habitual beggars and vagabonds, or to need assistance on account of poverty or ill health, they may be refused landing. Foreigners or Japanese, who, while living in the territory have disturbed the public peace or injured good morals or are suspected of an intention to commit such acts, may be prohibited by the Chief of the competent Branch Bureau, while the sanction of the Director of the South Seas Bureau, from remaining in the territory for a period ranging between one year and three years. Persons, who have been so dealt with, must withdraw themselves from the territory by the earliest available vessel and are not permitted to return to it within the prescribed period, unless, after six months have elapsed, they have had the order repealed for due reason.

A person, who has been ordered to withdraw from the territory but has refused to do so, is liable to penal servitude for a period not exceeding three months or to a fine not exceeding 100 yen in amount.

As a matter of fact no person has ever been prohibited residence since the establishment of the South Seas Bureau in 1922 (Vide "Bureau Order concerning the Entrance of Foreigners into the South Sea Islands" and "Rules for the Control of Residents in the South Sea Islands" in Chapter V of the appended "Laws and Regulations").

IV. Prevention and Extinction of Fire.

In the mandated territory, fires rarely occur owing to the high temperature prevalent throughout the year, which reduces to a minimum the occasion on which fire is dealt with and also owing to the high humidity of the atmosphere. For this reason, no great necessity was formerly seen for taking precautions against fire. The inhabitants, however, having gradually increased and communities having rapidly become concentrated, it has been found necessary to provide precautionary measures against fire. Accordingly the authorities promulgated on June 21, 1929, "Rules for the Fire-Brigades of the

South Seas Bureau," providing for the establishment of official fire-brigades, and they established in December, 1929, one fire-brigade in Saipan and one in Palau, the two places most urgently in need of such provision. Each fire-brigade is composed of about forty men, and is called out on the occasion of fire, storms, marine disaster and other calamities. The necessary expenses of purchasing and keeping up engines, tools, uniforms for the members, etc. and allowances to the latter are all defrayed by the Government.

The estimates for the fire-brigades for 1930 are as follows. (No special estimates are provided for engines, implements and articles of consumption, as all these are paid for from the general expenditure of the Branch Bureau.)

Allowances for active service.....	728 yen
Expense for members' uniforms.....	720 „

V. Judicature.

(a) General Remarks.

Simultaneously with the establishment of the South Seas Bureau in 1922, the Courts of Justice theretofore instituted as part of the machinery of the Civil Administration Department were abolished, and Local Courts and a Higher Court were established in their place, judicial officials independent of the executive being appointed thereto to deal with civil and criminal cases. All judicial affairs in the mandated territory are to be dealt with in these Courts, except in such a place where there is no Courts of Justice, and the Chief of the Branch Bureau is authorized to deal with certain civil cases and also to render summary judgment in criminal cases of comparatively minor gravity (Vide "Judicial Ordinance for the South Sea Islands" and "Regulations for Summary Decisions regarding Offences in the South Sea Islands" in Chapter VII of the appended "Laws and Regulations").

(b) Judicial Organs.

(1) South Seas Bureau Courts of Justice.—The Courts of Justice of the South Seas Bureau are organized on a double instance system. A court of first instance is called a Local Court, and a single judge system is adopted in such Courts. A court of second instance is called a Higher Court, and a bench system is here adopted, three judges constituting the bench.

A Local Court gives decisions in the first instance in civil and criminal cases, besides dealing with non-contentious cases. It also has jurisdiction over judicial reconciliation, summary procedure, compulsory execution against immovable property and vessels, the procedure for public summons, bankruptcy proceedings, reconciliation proceedings, summary proceeding for taking up entrusted criminal cases, etc.

The Judge of a Local Court deals with the drawing up of notarial deeds, the authentication of private documents and other matters comprised in the functions of a notary in Japan, and the Clerk of a Local Court deals with the delivery of documents, notifications, summons compulsory execution against movable property and voluntary sales by auction of movable property, the drawing up of protests for non-acceptance, the collection of fines and

minor fines, the disposal of confiscated articles, the execution of warrants and other matters comprised in the functions of a bailiff in Japan.

The Higher Court reviews cases on appeal from the judgments of the Local Courts, the decisions there given being in the second instance and final.

A Public Procurator's Office is attached to each of the Courts of Justice, its sphere of jurisdiction being the same as that of the Court to which it belongs.

The Public Procurator directs and superintends the judicial police in the detection of the offenders, brings judicial proceedings before the Court of Justice and directs and superintends the execution of judgments rendered.

Formerly one Public Procurator in regular employment was appointed for all the Public Procurator's Offices and was stationed ordinarily in Palau Island. The function of the Public Procurator was entrusted to Police Inspectors at the Public Procurator's Offices attached to the Local Courts at Ponape and at Saipan, but grave cases were usually reserved for the direct action of the Public Procurator, but cases at the Saipan Local Court having lately increased in number, a Public Procurator was additionally appointed to that court in June, 1931. The Public Procurator is the central organ of detective service, and Police Inspectors and Police Sergeants, who are administrative police officers, assist the Public Procurator and engage in detective service under his direction in the capacity of judicial police officers.

The Chief of a Branch Bureau and the Police Superintendent in the capacity of judicial police officers have the same competence as the Public Procurator in regard to detective service (Vide "Judicial Ordinance for the South Sea Islands" in Chapter VII of the appended "Laws and Regulations").

Local Courts are established in three places, Palau, Saipan and Ponape, and the Higher Court in Palau. Their sites, names and spheres of jurisdiction are as follows:—

Higher Court	Local Court	Sphere of jurisdiction
Higher Court of the South Seas Bureau, Korrer in Palau.	Palau Local Court of the South Seas Bureau, Korrer in Palau Islands.	Districts under the jurisdiction of Palau and Yap Branch Bureaux.
	Saipan Local Court of the South Seas Bureau, Saipan.	Districts under the jurisdiction of Saipan Branch Bureau.
	Ponape Local Court of the South Seas Bureau, Ponape.	Districts under the jurisdiction of Ponape, Truk, and Jaluit Branch Bureaux.

(2) The Chief of a Branch Bureau.—In criminal cases arising from the under-mentioned offences, the Chief of a Branch Bureau is authorized to hear statements from the accused, examine evidence and pronounce judgment without going through the formality of trial. This is what is called summary judgment in the "General Remarks" at the head of this chapter. If the accused, however, is dissatisfied with the sentence passed on him, he may apply for formal trial (Vide "Regulations for Summary Decisions regarding Offences in the South Sea Islands" in Chapter VII of the appended "Laws and Regulations").

- (a) Offences involving the penalty of detention or fines.
- (b) Offences relating to gambling punishable by penal servitude for a period not exceeding three months or a fine of less than 100 yen in amount and also the offences mentioned in Article CCVIII of the Criminal Code liable to detention or fine.
- (c) Infringements of administrative laws and regulations punishable with penal servitude for a period not exceeding three months or a fine or minor fine of less than 100 yen in amount.

With regard to civil cases, the Chief of a Branch Bureau deals with the following matters:—

- (a) Compulsory sale by auction of immovable property.
- (b) Arbitration in civil disputes and execution of awards.
- (c) Deposits and registration.
- (d) Drawing up of notarial deeds in civil cases and the authentication of private documents.
- (e) Acceptance of written complaints and other legal instruments. (but only in case promptitude is essential)

(3) The Village Chief.—With regard to penalties for police offences, the Chief of a Branch Bureau administers them in accordance with the “Ordinance concerning Penalties for Police Offences in the South Sea Islands,” following the procedure as provided for in the “Regulations for Summary Decision regarding Offences in the South Sea Islands.” As, however, it is necessary to entrust village officials with the cognizance of minor offences committed in distant islands, communication with which is extremely difficult and in which no Government official is stationed, the Chief of the Branch Bureau may, in accordance with Article II of the “Regulations for Police Offences” and after obtaining the approval of the Director of the South Seas Bureau, delegate to Village Chiefs a certain measure of the punitive powers vested in him. This punitive power may be entrusted only to Village Chiefs of Kanaka tribes and to no other Village Officials, for the reason that they, as so-called Great Chiefs of the tribes, formerly possessed of punitive powers according to time-honoured custom.

With regard to the treatment of police offences by Village Chiefs no application for formal trial is allowed, for the reason that in an island so distant that it is necessary to entrust the village officials with the punitive power, it is sufficient to leave the maintenance of order in their hands. At present the Branch Bureaux of Palau, Truk, Ponape and Jaluit entrust certain Village Chiefs with the cognizance of police offences. These police offences with which such Village Chiefs are empowered to deal differ slightly according to different localities, but they are generally those detailed below, and the penalties meted out are not uniform, but consist mostly of the imposition of labour for a period not exceeding 30 days. (the offender not being confined, but required to engage in labour)

- (a) Negligence in destroying insects injurious to palm-trees.
- (b) Negligence in reporting to the authorities births, deaths, changes of residence, etc.
- (c) Concealing oneself without legitimate reason in an uninhabited house or a vessel.
- (d) Wandering about from place to place without a fixed residence or vocation.

- (e) Disobeying instructions issued by the Branch Bureau after they have been transmitted by the Village Chief.
- (f) Abandoning in a public thoroughfare fragments of glass, nails, etc. dangerous to passers-by.
- (g) Damaging bridges, structures or useful trees.
- (h) Negligence in taking adequate measures to prevent the spread of fire on the occasion of the partial burning of forests or fields.
- (i) Indecent behaviour towards women.
- (j) Removing sign-posts on roads, village boundary lines, Government land, etc.
- (k) Removing nautical marks.
- (l) Disobeying orders issued by a Village Chief.

Although the necessity of making certain modifications in the delegation of the punitive power has been recognised as a result of the institution of the "Regulations for Police Offences," the matter being still under investigation, it is considered inexpedient to introduce any sudden and drastic changes in the system, in consideration of the fact that it has long been in practice.

(c) Applied Laws and Regulations.

In January, 1923, the "Ordinance for the Treatment of Judicial Affairs in the South Sea Islands" were enacted, by virtue of which laws and regulations to be applied to the territory under the Mandate are defined. It is provided that the Civil Code, Commercial Code, Criminal Code, Code of Civil Procedure, Code of Criminal Procedure, Law concerning Procedure in Non-Contentious Matters and other important laws and regulations of the Empire of Japan which are enumerated in the Regulations shall apply subject to special provisions made in the Ordinance and other laws and regulations. Accordingly, with some modifications, all those laws and regulations of the Empire apply to the mandated territory.

The Ordinance serves not only as a standard for the various judicial authorities in dealing with legal affairs, but governs all legal relations of the inhabitants in their daily life. The principal provisions exceptional to the laws and regulations of the Empire mentioned in the Ordinance are as under-mentioned (Vide "Ordinance for the Treatment of Judicial Affairs in the South Sea Islands" in Chapter VII of the appended "Laws and Regulations") :—

(1) Civil cases in which natives alone are involved, shall be dealt with in conformity with the custom, unless this would be contrary to public order or good morals, such cases being dealt with in accordance with general laws and regulations.

(2) With regard to rights concerning land, local custom shall be provisionally respected. There is no system of registration. All of this is due to the fact that the survey of land as well as of the customary laws concerning land has not as yet been completed.

(3) Persons other than those representing the Government shall be prohibited from entering into contracts with natives with a view to the sale, purchase, conveyance or mortgage of land, except under sanction by the Director of the South Seas Bureau. As regards other contracts, they shall not be effective unless the approval of the Chief of the competent Branch Bureau is obtained and registered, excepting ordinary small transactions and contracts for labour for a period not exceeding one year. (Vide "Concerning Land Owned

by Natives and Contracts Concluded with Natives” in Chapter VII of the appended “Laws and Regulations”)

Such restrictions on the disposal of land and other comparatively important contracts are imposed for the sole purpose of protecting the natives, who are still backward in intellect. Formerly the transfer of the right of ownership of land by natives was absolutely prohibited, but the relevant Regulations having been amended in 1931, it is now permitted only in case the sanction of the Director of the South Seas Bureau has been obtained. (Vide the paragraph dealing with private land under “Land System” in Chapter VIII of the present Report)

(4) As regards legal procedure, the Code of Civil Procedure, the Code of Criminal Procedure and other laws are *mutatis mutandis* applied but with regard to lawsuits in which natives alone are concerned, as there is no necessity for requiring them to follow such legal procedures as are current in civilized countries, and to require them to do so often results to their disadvantage, they are allowed to follow such convenient fashions of procedure as have been recognized by the Courts of Justice.

In view of the fact that lawsuits in which natives alone are concerned come, as has just been said, under special provisions and that such lawsuits occur but rarely, there is no necessity for instituting a system of native courts. (Vide Art. XIV of the “Ordinance for the Treatment of Judicial Affairs in the South Sea Islands” in Chapter VII of the appended “Laws and Regulations”)

Besides those above mentioned, various special provisions are made concerning civil and criminal procedure in order to conform with the special conditions and the judicial system in the mandated territory. Those provisions, however, are equally applied to native inhabitants and non-native residents and need not be explained in detail.

In criminal cases, the Criminal Code of Japan shall apply, irrespective of whether the persons concerned are natives, Japanese or foreigners, no exceptions being introduced for the natives. (It need not be said that offences of a special character such as the consumption of intoxicating liquor which can only be committed by native inhabitants are excepted). The Courts of Justice rigidly adhere to the principle that no man is punishable except under established law and refrain from punishing a person for any transgression for which there is no definite legal provision. The Japanese Criminal Code being based on the system of judicial discretion, the sphere of discretion allowed is extensive, and adequate penalties are imposed after the circumstances attending the offence and the character of the offender have been duly taken into consideration. Accordingly there is no fear that the application of the Criminal Code of Japan to native inhabitants will prove too severe.

With regard to civil and criminal suits and other legal business, fees are required to be paid in accordance with the rules established by the Director of the South Seas Bureau. (Vide “Regulations concerning Judicial Fees in the South Sea Islands” in Chapter VII of the appended “Laws and Regulations”)

(d) Staff and Expenditure of the Courts of Justice.

(1) Staff of the Courts of Justice:—The Judges and Public Procurator in service at the South Seas Bureau are appointed from among persons having the qualifications for a judge or a public procurator according to the “Law of the Organization of the Courts of Justice of Japan”. (Vide “Imperial

Ordinance concerning the Appointment of Judges and Public Procurators for the South Seas Bureau" in Chapter VII of the appended "Laws and Regulations")

The personnel of the South Seas Bureau Courts of Justice at the end of June, 1931, was as follows:—

	Judges	Procurators	Clerks	Employees	Total
Higher Court	} 1	} 1	1	} 1	} 5
Palau Local Court			1		
Saipan Local Court	1	1	1	1	4
Ponape Local Court	1	—	1	1	3
Total	3	2	4	3	12

(2) Expenditure.

The Budget for the Courts of Justice is as follows:—

	Estimates		Increase or decrease (* decrease)	Settled Accounts for 1930
	1931	1930		
	yen	yen	yen	yen
Salaries	42,500	37,360	5,140	41,013
Office Expenses	18,013	16,468	1,545	14,290
Purchase of goods	1,336	1,056	280	809
Communications and transport	650	480	170	822
Repairs	2,176	2,176	—	1,546
Travelling expenses	4,570	3,520	1,050	2,186
Wages to employees	8,984	8,984	—	8,775
Clothing	132	132	—	116
Miscellaneous	165	120	45	33
Expenses for Trials and Registrations	525	525	—	509
Trials	300	300	—	470
Registrations	200	200	—	39
Interests on deposits	25	25	—	—
Construction of office buildings and official residences	5,520	4,370	1,150	4,198
Total	66,558	58,723	7,835	60,012

N.B.—Amounts of less than 1 yen in the settled accounts are omitted.

(e) Number of Cases Dealt with.

The number of cases dealt with by the Courts of Justice, Public Procurator's Offices and Branch Bureaux during 1930 is tabulated as follows:—

I. NUMBER OF CASES TAKEN UP AND DEALT WITH BY PUBLIC PROCURATOR'S OFFICES AND
THE NUMBER OF PERSONS INVOLVED.

Classification	No. of cases										No. of persons involved									
	Taken up				Dealt with						Taken up				Dealt with					
	Old	New	Total	Pro- secuted	Not pro- secuted	Others	Total	Pending	Old	New	Total	Prosecuted			Not prosecuted			Total	Pending	
												Japanese	Natives	Others	Japanese	Natives	Others			Japanese
Public Procurator's Office of Higher Court	—	6	6	5	—	1	6	—	—	6	6	5	—	—	—	1	—	6	—	
{Saipan.....	42	159	201	123	16	31	170	31	47	263	310	106	94	18	2	30	8	258	52	
{Palau	7	117	124	88	13	21	122	2	26	321	347	73	185	6	31	14	17	326	21	
{Ponape	—	31	31	27	2	2	31	—	—	64	64	21	36	—	4	2	1	64	—	
{Total	49	307	356	238	31	54	323	33	73	648	721	200	315	24	37	46	26	648	73	
Aggregate total	49	313	362	243	31	55	329	33	73	654	727	205	315	24	37	47	26	654	73	
1929	36	307	343	232	61	1	294	49	64	670	734	205	339	56	58	3	—	661	73	
1928	24	244	268	161	69	2	232	36	37	566	603	(1) 126	285	32	91	4	—	539	64	
1927	15	267	282	189	60	9	258	24	39	595	634	(4) 132	338	48	65	9	1	597	37	
1926	14	288	302	154	129	4	287	15	23	589	612	127	269	27	144	4	2	573	39	

N.B.—(1) The above table shows the number of those of the cases, hunted up as well as that of those of the persons involved, which were taken up and dealt with by the Public Procurator's Offices, so that the figures given do not represent the number of all the offences which were hunted up.

(2) Cases for which prosecution was postponed are included in cases which were not prosecuted.

(3) "Others" of "cases taken up" include cases for which prosecution was suspended, transferred or appeal was withdrawn.

(4) Figures in brackets represent the number of foreigners involved.

II. NUMBER OF CRIMINAL CASES DEALT WITH BY THE COURTS OF JUSTICE.

Classification	No. of cases			No. of persons										Aggregate Total		
	Guilty	Not guilty	Total	Guilty												
				Penal servitude		Fines		Detention		Minor fines		Not guilty				
				Japanese	Natives	Japanese	Natives	Japanese	Natives	Japanese	Natives	Japanese	Natives		Japanese	Natives
Higher Court.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Local Court	Saipan	118	1	119	24	9	58	25	—	—	—	20	56	192	1	—
	Palau.....	89	1	90	6	20	18	26	—	—	—	(1) 53	119	242	1	—
	Ponape	38	—	38	2	20	10	10	—	—	—	9	17	68	—	—
	Total	245	2	247	32	49	86	61	—	—	—	(1) 82	192	502	2	—
Aggregate total...	245	2	247	32	49	86	61	—	—	—	(1) 82	192	502	504	2	—
1929	248	1	249	42	52	73	63	—	—	—	88	250	568	570	2	—
1928	156	—	156	19	30	22	35	5	—	—	70	190	371	371	—	—
1927	189	3	192	19	52	30	44	—	—	—	(4) 80	227	456	459	3	—
1926	68	2	70	29	40	15	—	—	—	—	1	9	94	97	2	1

N.B.—(1) The above table shows the number of cases and persons prosecuted by the Public Procurator's Offices, which were dealt with by the Courts of Justice.

(2) Figures on the above table include cases summarily dealt with.

(3) Figures in brackets represent the number of foreigners involved.

III. NUMBER OF CIVIL CASES DEALT WITH BY THE COURTS OF JUSTICE.

Classification	Taken up			Dealt with							Not yet finished				
	Old	New	Total	Regular judge- ments	Judgement by default	Re- jected	Abandoned		With- drawn	Reconci- ation	Others	Total	Pending	Suspended	Total
							Wholly	Partially							
Higher Court	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Local Court { Saipan	—	35	35	19	—	—	—	—	4	8	3	34	1	—	1
Palau	8	23	31	5	—	—	—	—	3	20	—	28	3	—	3
Ponape	—	9	9	—	—	—	—	—	—	—	—	—	9	—	9
Total	8	67	75	24	—	—	—	—	7	28	3	62	13	—	13
Aggregate total ...	8	67	75	24	—	—	—	—	7	28	3	62	13	—	13
1929	4	43	47	13	2	—	—	—	7	14	3	39	8	—	8
1928	7	17	24	4	1	—	—	1	1	10	3	20	1	3	4
1927	1	18	19	5	—	—	—	—	2	5	—	12	6	1	7
1926	5	8	13	5	1	—	—	—	3	3	—	12	1	—	1

N.B.—(1) The above table shows the number of civil cases taken up and dealt with by the Courts of Justice.

(2) "Others" include cases transferred or served.

IV. NUMBER OF CASES OF ARBITRATION.

Classification	Taken up			Dealt with					Not yet finished
	Old	New	Total	Successful	Unsuccessful	Rejected	Withdrawn	Others	
Saipan.....	—	35	35	25	6	—	4	—	—
Palau.....	1	28	29	10	13	—	4	—	2
Ponape.....	20	296	316	154	—	—	71	—	91
Total.....	21	359	380	189	19	—	79	—	93
1929.....	6	108	114	70	12	—	11	—	21
1928.....	7	71	78	46	7	—	19	—	6
1927.....	3	92	95	59	8	—	21	—	7
1926.....	—	59	59	45	8	—	2	1	3

N. B.—(1) The above table shows the number of cases of arbitration which were taken up and dealt with by the Local Courts.

(2) "Others" include cases which were terminated due to the failure of the parties concerned to appear in the court or those which were transferred and terminated.

V. NUMBER OF CASES OF SUMMARY DECISION.

Classification	No. of cases	No. of persons involved										Aggregate total
		Fine		Detention		Minor fine		Japanese	Natives	Total		
		Japanese	Natives	Japanese	Natives	Japanese	Natives					
1930	Saipan	—	—	32	—	93	15	125	15	140		
	Yap	5	6	—	5	14	158	19	169	188		
	Palau.....	—	—	—	14	7	1	7	15	22		
	Truk	16	—	—	87	5	12	21	99	120		
	Ponape	—	—	1	42	1	18	2	60	62		
	Jaluit.	—	—	—	—	—	—	—	—	—		
Total.....	589	21	6	33	148	120	204	174	358	532		
Jan.-June, 1931	Saipan	1	1	10	2	18	13	29	16	45		
	Yap	12	1	—	—	10	53	22	54	76		
	Palau.....	—	—	9	10	3	—	12	10	22		
	Truk	—	—	—	45	1	2	1	47	48		
	Ponape.....	—	1	—	29	2	14	2	44	46		
	Jaluit	2	2	—	—	2	3	4	5	9		
Total.....	219	15	5	19	86	36	85	70	176	246		
1929	364	20	9	26	112	(1) 91	144	(1) 137	265	402		
1928	312	4	15	34	102	116	139	154	256	410		
1927	195	11	18	17	92	66	128	94	238	332		
1926	170	15	11	17	93	(1) 48	90	(1) 80	194	275		

N. B.—(1) The above table shows the number of cases of summary decision dealt with by the Chiefs of the Branch Bureaux in accordance with the Rules for Summary Decisions in the South Sea Islands and the number of persons involved.

(2) Figures in brackets represent the number of foreigners involved.

(3) The comparative small number of cases in Saipan, Palau and Ponape is accounted for by the fact that the Courts of Justice standing in these districts, cases which may be dealt with by the Chiefs of the Branch Bureaux, were dealt with by the Courts.

VI. Execution of Sentence.

The penalties to be imposed for offences are death, penal servitude for life, penal servitude, imprisonment, detention, fines and minor fines, all of these being principal penalties and confiscation an accessory penalty.

In the execution of sentences passed on natives, an exception is provided regarding penal servitude, detention, or detention in a workhouse for a period not exceeding one year. The Public Procurator or the Chief of the Branch Bureau who has rendered the summary decision, may, in consideration of the circumstances, cause the convicted person to engage in labour without being detained in prison or a workhouse. This exception is provided in view of the disposition of and usage among the natives. Confined to police offences, penal labour is instituted as a principal penalty for the same reasons. Persons, who are subjected to this penalty are required to engage in labour without being detained or confined. This penalty has never been inflicted upon persons other than natives. (Vide Clause 2 of Art. II of the "Ordinance for the Treatment of Judicial Affairs in the South Sea Islands" and the "Rules for Police Offences" in Chapter VII of the appended "Laws and Regulations")

N.B.—Penal labour is not forced labour, but a species of penalty. Consequently no payment is made for the labour. The South Seas Bureau, however, has instituted a system for awarding prize money to convicted persons to help them to lead an honest life after the release.

A prison, detention house and workhouse are annexed to each Branch Bureau, and the execution of sentence is carried out by police officers under the direction and supervision of the Chief of the Branch Bureau.

Lately the prison of the Branch Bureau of Saipan having been found inadequate, it was reconstructed in the fiscal year 1929 and was made large enough to have spare space. Accordingly prisoners serving long terms have been transferred from prisons of other Branch Bureaux, and given accommodation there.

The expenditure on the execution of sentences is as follows, but the staff of the prison being police officers, the expenditure on its maintenance is not included therein.

	Estimates		Increase or decrease (* decrease)	Settled Accounts for 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Prison expenditure	4,365	4,365	—	7,441

The number of prisoners since 1926 is shown in the following table:—

Classification	Convicted						On remand					
	Actual number			Total no. of persons counted by day			Actual number			Total no. of persons counted by day		
	Japanese	Natives	Total	Japanese	Natives	Total	Japanese	Natives	Total	Japanese	Natives	Total
1930												
Saipan	78	27	105	6,651	3,775	10,426	14	1	15	245	14	259
Yap	—	6	6	—	65	65	—	—	—	—	—	—
Palau	14	50	64	2,313	3,413	5,726	6	4	10	15	27	42
Truk	—	89	89	—	1,178	1,178	—	—	—	—	—	—
Ponape.....	2	54	56	68	5,307	5,375	—	—	—	—	—	—
Jaluit	—	—	—	—	—	—	—	—	—	—	—	—
Total	94	226	320	9,032	13,738	22,770	20	5	25	260	41	301
1929	71	158	229	5,787	9,775	15,562	36	14	50	1,581	215	1,796
1928	61	153	214	4,632	12,002	16,634	12	7	19	249	143	392
1927	32	157	189	4,108	10,852	14,960	14	7	21	490	76	566
1926	49	195	244	4,442	12,308	16,750	7	5	12	232	472	704

CHAPTER III.

Finance.

I. The Budget.

(a) Budgetary System.

The Budget estimates for the South Seas Bureau, like the general budget of the Japanese Government, should annually obtain the sanction of the Imperial Diet as required by the Imperial Constitution. The Financial Law of Japan as well as the Special Financial Law for the South Seas Bureau apply to the estimates, revenue and expenditure.

The accounts of the South Seas Bureau are separated from the General Accounts of the Japanese Government, and are dealt with as Special Accounts. The expenditure of the South Seas Bureau is met from the revenue collected by the Bureau plus a subsidy granted to it from the General Accounts of the Japanese Government. The Government should draw up estimates of the revenue and expenditure under the Special Accounts of the South Seas Bureau and submit them to the Imperial Diet together with the general budget of its revenue and expenditure.

Regulations concerning the revenue and expenditure of the Special Accounts of the South Seas Bureau are enacted by Imperial Ordinance. (Vide "Special Fiscal Law of the South Seas Bureau," and "Regulations concerning the Special Fiscal Law of the South Seas Bureau" in Chapter III of the appended "Laws and Regulations")

(b) Estimated Revenue and Expenditure and Settled Accounts.

The settled accounts of the revenue for the fiscal year 1930 and the estimated revenue for the fiscal year 1931 are as shown in the following table. For the sake of comparison, the estimates of the revenue for the fiscal year 1930 and the amount of the revenue raised directly from the natives are inserted in the table.

ESTIMATES AND SETTLED ACCOUNTS OF REVENUE.

ITEM	Estimates		Settled Accounts	
	1931	1930	1930	Revenue raised directly from the natives, included in the figures shown in the adjoining column
Taxes :	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Poll tax	93,772	99,895	87,874	54,615
Port clearance dues	2,470,250	1,640,100	1,761,691	—
Customs duties.....	32,359	34,535	24,288	1,471
Mining tax	—	—	—	—
Incomes from Government under- takings and property :				
Posts, telegraphs and telephones.	122,549	95,665	122,928	389
Hospitals	76,783	73,234	84,738	26,340

ITEM	Estimates		Settled Accounts	
	1931	1930	1930	Revenue raised directly from the natives, included in the figures shown in the adjoining column
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Forestry	25,068	80,163	68,044	916
Sales of phosphate	1,159,000	1,200,000	1,153,463	—
Rents	17,694	10,587	17,789	1,543
Electricity	46,777	40,377	46,632	3,767
Stamps	14,708	8,393	19,410	1,618
Miscellaneous	20,321	17,125	15,460	326
Sale of Government properties	14,917	14,896	20,974	862
Subsidy	272,459	1,000,000	1,000,000	—
Surplus brought over from preceding year	505,191	435,331	2,944,117	—
Aggregate total	4,871,848	4,750,351	7,367,412	91,847

N.B.—(1) Amounts not exceeding 1 yen are omitted.

- (2) The shortage from the estimated amount of the actual amount of the revenue obtained from the poll tax, customs duties, forestry undertakings, the sale of phosphate and miscellaneous sources in the settled accounts for the fiscal year 1930 is due to the fact that in regard to the poll tax the market price of copra collected in place of money was lower than expected, in regard to customs duties goods imported were less in quantity than expected, in regard to forestry undertakings the market price of forest products sold was lower than expected, in regard to the sale of phosphate the amount sold fell short of the estimated quantity and in regard to miscellaneous sources the number of licenses granted was less than expected.

The increase in the amount of the revenue from port clearance dues is accounted for by an increase in the amount of sugar exported, on which they are collected. The increase in the amount of the revenue from posts, telegraphs and telephones, stamps, etc. was a natural result of the increase of population and the development of productive industry in the Islands.

- (3) The "revenue raised directly from the natives" represents the actual amount collected from them.

(c) Estimates and Settled Accounts of Expenditure.

The estimates and settled accounts of the expenditure for the fiscal year 1930 and the estimated expenditure for the fiscal year 1931 are as shown in the following table. For the sake of comparison, the settled accounts of the expenditure for the fiscal year 1930 and the amount of the expenditure for the direct benefit of the natives are inserted in the table.

ESTIMATES AND SETTLED ACCOUNTS OF EXPENDITURE.

ITEM	Estimates		Settled Accounts	
	1931	1930	1930	Expenses incurred for the direct benefit of the natives included in the figures shown in the adjoining column
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
<i>General administration :</i>				
Salaries	193,022	197,504	208,277	53,590
Office expenses	308,376	318,467	352,386	98,492
Shipping	29,906	31,157	35,263	—
Secret service fund	6,350	7,200	7,200	—
Relief in case of death, injury, illness.	20,900	38,000	2,714	—
Sinking fund	4,707	4,753	4,743	—
Pensions.....	21,789	—	—	—
Reserve	50,000	50,000	—	—
Construction and repair of office buildings	168,438	122,644	172,245	—

ITEM	Estimates		Settled Accounts	
	1931	1930	1930	Expenses incurred for the direct benefit of the natives included in the figures shown in the adjoining column
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Grants-in-aid and subsidies	—	—	—	—
Missionary works	31,700	32,000	31,700	30,000
Tours to Japan of natives	1,500	1,500	1,500	1,500
Encouragement of study	2,000	2,000	2,000	2,000
Encouragement of charity works	1,000	1,000	1,000	1,000
Improvement of native manners and customs	5,000	5,000	4,540	4,540
Subsidy to village expenses	6,120	—	—	—
Survey of land	47,446	48,280	43,055	—
Census-taking	14,527	23,348	20,180	14,402
Total	917,781	882,853	886,807	205,524
<i>Education :</i>				
Salaries	195,329	188,829	171,734	114,217
Office expenses	88,353	85,614	47,482	36,003
Educational expenses	55,458	50,539	43,548	33,223
Relief in case of death	—	—	250	—
Construction and repair of school buildings and teachers' residences ...	87,935	129,390	99,003	21,691
Subsidy to kindergarten	2,200	—	—	—
Supplement to educational expenses ...	—	—	1,252	—
Total	429,275	454,372	363,270	205,134
<i>Sanitation :</i>				
Salaries	111,230	115,580	110,696	49,060
Office expenses	90,410	90,410	75,342	33,392
Hospitals	50,791	50,791	44,924	20,705
Public health				
Prevention of epidemics	2,139	2,139	1,768	1,248
Public health	2,344	2,344	1,352	1,143
Construction and repair of hospitals and official residences	56,174	19,410	16,400	11,575
Construction of Lepers' asylum	6,000	—	3,112	3,112
Total	319,088	280,674	253,596	120,235
<i>Police and prisons :</i>				
Salaries	30,374	31,176	34,379	24,265
Office expenses	157,904	155,568	137,190	96,829
Prisons	4,365	4,694	7,441	4,442
Transportation of prisoners and the accused and police allowance	1,050	1,050	2,623	1,851
Construction and repair of police-stations and official residences	7,700	66,727	46,875	33,090
Construction and repair of prisons	—	—	—	—
Total	201,393	259,215	228,510	160,477
<i>Law Courts :</i>				
Salaries	42,500	37,360	41,013	16,282
Office expenses	18,013	16,468	14,290	5,672
Trials and registrations	525	525	509	202
Construction and repair of offices and official residences	5,520	4,370	4,198	1,667
Total	66,558	58,723	60,012	23,823
<i>Communications and Transport :</i>				
Salaries	126,005	131,748	111,924	357

ITEM	Estimates		Settled Accounts	
	1931	1930	1930	Expenses incurred for the direct benefit of the natives included in the figures shown in the adjoining column
	yen	yen	yen	yen
Office expenses	178,511	178,855	161,252	510
Communication works	158,439	166,823	150,906	477
Management of nautical marks	900	1,445	435	—
Relief in case of death	—	—	1,727	—
Construction and repair of post offices.	12,170	3,919	8,734	28
Repair of aids to navigation	21,329	21,329	17,852	—
Repair of roads and harbours	93,512	47,635	45,598	32,183
Improvment of Saipan harbour	104,101	68,489	139,947	—
Construction of new pier at Palau harbour	20,679	—	—	—
Opening of steam-launch passage at Palau harbour	—	6,942	13,577	—
Subsidies to navigation	722,000	722,000	748,700	191,700
Total	1,437,646	1,349,190	1,400,657	225,255
<i>Meteorological Observatory:</i>				
Salaries	9,496	9,680	5,855	4,132
Office expenses	17,726	17,616	17,081	12,056
Observation work	4,784	2,560	2,547	1,798
Relief in case of death or injury	—	—	7	—
Total	32,006	29,856	25,492	17,986
<i>Industry:</i>				
Salaries	44,408	49,460	42,766	30,184
Office expenses	37,451	37,437	36,662	25,876
Industrial experiments	81,070	83,220	77,133	54,440
Products museum	1,000	1,000	839	592
Prevention and destruction of injurious insects	8,000	8,000	7,275	240
Relief in case of death or injury	—	—	54	—
Repair of office buildings and official residences	44,751	206,275	201,089	141,929
Scientific investigation of marine products, forests, etc.	122,662	88,687	76,712	41,931
Grants-in-aid	558,020	439,820	542,100	5,980
Total	897,362	913,899	984,632	301,172
<i>Phosphate Mining Station:</i>				
Salaries	22,972	23,860	17,135	—
Office expenses	17,070	18,362	11,422	—
Undertaking expenses	365,000	365,000	315,355	—
Relief in case of death or injury	500	500	339	—
Repair of office buildings and official residences	48,000	48,000	47,831	—
Total	453,542	455,722	392,135	—
<i>Generation of electricity and ice-making:</i>				
Salaries	—	—	1,392	84
Office expenses	15,947	12,024	14,721	885
Expenses at factories	4,477	4,693	2,352	89
Generation of electricity and ice-making	49,017	45,140	40,009	3,241
Repair of electrical power house and other establishments	33,438	3,990	5,254	426
Total	102,879	65,847	63,730	4,725
Aggregate total	4,857,530	4,750,351	4,658,845	1,264,331

N. B.—(1) Amounts not exceeding 1 yen are omitted.

- (2) The estimated total amount of the expenditure for the fiscal year 1931 was 4,953,453 yen, but for carrying out its policy of financial retrenchment the Government recast the estimates by cutting off 95,923 yen from the budgetary estimates already approved by the Diet and framed working estimates, within which the expenditure for the administration of the mandated territory was required to be defrayed. Accordingly the figures in the above table show the amount of the working estimates referred to. (estimates for the fiscal year 1931 in the above table show the working estimates) The total amount of the estimates of the expenditure for the fiscal year 1931 is 4,857,530 yen. As compared with the total amount of the estimates of the expenditure for the preceding year, which was 4,750,351 yen, the figures represent an increase of 107,179 yen. The increase is accounted for by the fact that though the expenditure for the preceding year and the expenditure already approved were reduced by 762,816 yen altogether, the expenditure for education was increased by 40,607 yen, (the reason that the figures do not tally with the increased amount of the settled accounts in the above table is that reduction was made in the amount of the expenditure already approved and that the fixed rate of calculation was changed. The same reason holds good with the figures that follow), that for civil engineering and repair works by 419,354 yen, that for the improvement of Saipan harbour by 117,458 yen, that for the construction of a new pier at Palau harbour by 20,679 yen, that for the encouragement of productive industry by 148,200 yen and that for other items by 123,697 yen, in all by 869,995 yen.
- (3) The total amount of the settled accounts of the expenditure for the fiscal year 1930 is 4,658,845 yen. As compared with the estimated amount of the same, which was 4,750,351 yen, the figures show a decrease of 91,506 yen. The decrease is accounted for by the fact 29,654 yen was carried forward to the following year, because improvement work of Saipan harbour was not completed, besides retrenchment in the estimates already approved was carried out.

(d) Surplus Brought over from the Preceding Year.

That the amount of the settled accounts of the surplus brought over from the preceding year is much larger than the estimated amount is due to the fact that it was purposely estimated at a very low amount. The reason why it was done so is that if the estimate is made approximate to actuality and much larger, in order to balance the revenue with the expenditure, the subsidy from the State Treasury has to be cut down by so much amounts or stopped altogether. In that case, deficiency in revenue will at once appear the following year, making it necessary to increase the subsidy from the State Treasury or create a new one. As an increase of the subsidy or the creation of a new one involves a difficult question in connection with home politics, for the sake of expediency the estimate of the surplus brought over from the preceding year was minimized, so that the balance between the revenue and the expenditure might be well kept. As for the surplus now in hand, it will be appropriated for works which require a large extraordinary outlay and can not be paid for with ordinary incomes, or kept in reserve to make good or adjust any deficiency which may appear in incomes from other sources.

(e) Subsidy from the State Treasury.

The actual revenue of the Special Accounts of the South Seas Bureau, except the subsidy from the Japanese Government and the surplus brought over from the preceding year, which is obtained from taxes, incomes from Government undertakings and property, sale of stamps and Government property and other miscellaneous sources, amounted to about one and half a million yen only at the time the Bureau was first established. As it was next to impossible to carry on the mandatory administration of the Islands and promote the welfare of their inhabitants with any degree of success on

the strength of so small an income, the Japanese Government adopted a policy of granting a subsidy from their General Accounts to the Special Accounts of the South Seas Bureau until the latter could financially be independent, so that its administrative works might be smoothly carried out, and since 1922 has been making good the shortage of its revenue by defraying for it a large amount of money year after year. The amounts of the subsidies so far granted to the South Seas Bureau are as follows:

	<i>yen</i>	
1922.....	5,239,960.....	(including 1,938,878 yen
1923.....	3,000,000	for purchasing Angaur
1924.....	2,780,203	phosphate mines)
1925.....	1,800,000	
1926.....	1,800,000	
1927.....	1,800,000	
1928.....	1,800,000	
1929.....	1,500,000	
1930.....	1,000,000	
1931.....	272,459	
Total	20,992,622	

N.B.—The figures for 1922 to 1930 show the settled accounts, while those for 1931 are estimates.

The amounts shown in the above table are those granted by the Japanese Government to the revenue of the Special Accounts of the South Seas Bureau from their General Accounts in the name of subsidies. In addition to them, there are the proceeds of the sale of phosphate and port clearance dues, which may substantially be regarded as subsidies from the Japanese Government.

The amount of money raised from the sale of phosphate is about 1,200,000 or 1,300,000 yen a year. Deducting from this the expenditure needed in carrying on the mining work a net profit of about 600,000 or 700,000 yen is obtained year after year. The right of working the phosphate mine is a property owned by the Japanese Government, but as it allows the South Seas Bureau to exploit it, so that the profit obtained from it may be appropriated for administrative expenses of the mandated territory, the net profit referred to may be regarded in effect as a subsidy from the Japanese Government.

Again, port clearance dues are imposed in the territory on such goods as liquors and sugar, on which a consumption tax is imposed in Japan Proper and its overseas dependencies, when they are exported to any of them from the territory, the tariff rate being the same as in their destination. Such goods, for which port clearance dues have been paid, are exempted from the consumption tax in the place to which they are exported. In effect, therefore, the dues are paid by their consumers in Japan Proper or its overseas dependencies and the income from this source may be regarded as a subsidy from the Japanese Government.

In order to stand financially independent, the South Seas Bureau has been endeavouring to cultivate its sources of revenue and, as will be seen from the table above given, has been able gradually to reduce the amounts of subsidies granted to it by the home Government. It is hoped that in the near future it will be able to do without any subsidy.

The following table shows the actual annual revenue of the mandated territory with the exception of the subsidies and the surplus brought over from the preceding year, as well as its annual actual expenditure:

Fiscal year	Revenue			Total	Expenditure
	Sale of phosphate	Port clearance dues	Others		
	yen	yen	yen	yen	yen
1922	1,019,897	7,988	272,663	1,300,548	5,393,475
1923	1,049,772	103,085	240,974	1,393,831	3,741,808
1924	1,097,891	282,262	300,416	1,680,569	3,992,327
1925	1,320,573	651,593	369,087	2,341,253	3,658,974
1926	1,299,132	688,011	471,406	2,458,549	3,948,574
1927	1,335,157	1,017,042	387,027	2,739,226	4,617,569
1928	1,386,225	1,007,139	454,106	2,847,470	4,534,110
1929	1,414,875	891,925	544,544	2,851,344	4,501,999
1930	1,153,463	1,761,691	508,141	3,423,295	4,658,845
1931	1,159,000	2,470,250	464,948	4,094,198	4,857,530

N.B.—(1) The revenue does not include the subsidy from the home Government and the surplus brought over from the preceding year.

(2) The figures for 1931 show estimates, while those for the other years represent settled accounts.

As will be seen from the above table, the principal sources of revenue of the mandated territory are the sale of phosphate and port clearance dues, and the increase of revenue is principally due to the increase of port clearance dues collected, the increase in incomes from the other sources not exceeding a little over 200,000 yen only.

The world-wide economic depression has not been without its effect on the finance of the mandated territory. For instance, its revenue has been adversely affected by a decrease in the amount of phosphate sold and a fall in the market price of copra, received as poll-tax in place of money and collected in Government-owned forests, but the decrease has been more than offset by the increase in the amount of sugar and alcohol exported, on which port clearance dues are collected. Due to this, the South Seas Bureau has been able gradually to reduce the amount of subsidy from the home Government. It is for this reason that the authorities are particularly interested in sugar and alcohol industries and are encouraging and aiding them.

II. Taxation System.

(a) General Remarks.

On the establishment of the South Seas Bureau, the taxation system was adjusted and the taxes were classified into four species, namely, poll-tax and mining tax (direct taxes) and port clearance dues and customs duties (indirect taxes).

The Chief of the Branch Bureau levies taxes in accordance with the provisions of an Imperial Ordinance and South Seas Bureau Orders promulgated under the authorization given thereby, which form revenue in the Special Accounts of the South Seas Bureau.

(b) Poll-tax.

(1) General Remarks.—During the occupation of the Islands by the Imperial Navy, the poll-tax was collected mainly in accordance with the German system hitherto in force, the rates being 20 yen per capita on people other than natives and under 10 yen on natives. The rates on the natives were fixed by the Chief of the Civil Administration Station for each community or tribe after taking into consideration its usage and circumstances. He was also authorized to increase the rate up to 20 yen on wealthy natives.

On the establishment of the South Seas Bureau, in July, 1922, the Poll-tax Regulations were amended, the following being the chief alterations.

(2) Poll-tax on people other than native inhabitants.—Formerly the rate had been a uniform one of 20 yen. Later to secure a fair adjustment of taxation, taxes were divided into eight grades, the amounts ranging from 2 yen to 50 yen. The Chief of the Branch Bureau determines which grade a tax-payer should belong to after taking into consideration his conditions of life, and the property he possesses. The taxes are collected in two instalments. Hitherto a uniform rate of 5 yen was imposed on all persons who had an income not exceeding 1,000 yen a year, but for the reason that it might prove too heavy a burden on those with small incomes three more grades have been added, so that the grades have been made eleven in all and the rates have been made to range from 2 yen to 50 yen. This new system will be put into effect after 1932 fiscal year.

The poll-tax is imposed on male persons of above 16 years of age living in the South Sea Islands, but the following persons are exempted from payment (Vide "Poll-Tax Regulations for the South Sea Islands" in Chapter III of the appended "Laws and Regulations") :—

- (a) Persons engaged in the propagation of religion.
- (b) Persons in needy circumstances and unable to pay tax.
- (c) Persons who have not lived in the Islands for more than six months since their arrival.
- (d) Persons temporarily staying in the Islands.

The poll-tax in arrears may be collected from defaulters by the appropriate procedure in accordance with the "Law for the Collection of State Taxes" and "Rules for the Collection of Taxes and Other Public Charges in the South Sea Islands."

The following table shows the amounts imposed in 1930 and 1931 :—

GRADE	Amount	Settled accounts for 1930		Estimates for 1931	
		Total No. of taxpayers	Collected	Total No. of taxpayers	Amount to be Collected
	yen		yen		yen
1st	50	8 (1)	375	8	400
2nd	40	9	360	7	280
3rd	30	20 (2)	570	15	450
4th	20	46 (3)	890	40	800
5th	15	101 (12)	1,425	108	1,620
6th	10	274 (12)	2,680	281	2,810
7th	7	521 (63)	3,426	432	3,024
8th	5	9,137 (3,275)	37,497	7,115	35,575
Total		—	47,224	—	44,959

N.B.—(1) The figures in brackets in the column headed "Total No. of Tax-payers" show the number of persons who, having become liable to taxation or having been relieved of the obligation in the course of the year, paid only a moiety of the tax.

(2) Amounts not exceeding one yen are omitted..

(3) Poll-tax on the native inhabitants.—With regard to the poll-tax on the natives, the old Regulations are followed in the main. The amount of the tax is fixed within a maximum limit of 10 yen by the Chief of the Branch Bureau after taking into consideration the local conditions and usage and obtaining the approval of the Director of the South Seas Bureau.

While, as before said, the Chief of the Branch Bureau fixes the rates of the poll-tax on people other than the natives, and also the grades of the tax-payers for each individual, after taking into consideration their conditions of life, incomes and property, he fixes the amount of the poll-tax on each of the natives for each individual community after taking into consideration the degree of his wealth, local conditions and usage. In doing so, he invites opinions from the competent village officials and should obtain the approval of the Director of the South Seas Bureau. As a general rule, the amount of the poll-tax on the natives is uniform for each community, but on wealthy natives the Chief of the Branch Bureau may impose a tax up to a maximum of 40 yen after obtaining the approval of the Director of the South Seas Bureau. The maximum amount imposed was formerly 20 yen, but considering the degree of wealth possessed by natives, can be raised to 40 yen after obtaining the approval of the Director of the South Seas Bureau.

The poll-tax is levied upon male persons above 16 years of age, but the following persons are exempted from payment (Vide "Poll-Tax Regulations for the Natives of the South Sea Islands" in Chapter III of the appended "Laws and Regulations") :—

- (a) Persons who are supporting five or more children below the age of 16, except wealthy persons.
- (b) Persons who are unable to work on account of senility, deformity or incurable disease.

Further, the Chief of the Branch Bureau may, after obtaining the approval of the Director of the South Seas Bureau, exempt persons living in places visited by natural calamities or those who are recognized to be in special circumstances, from paying the tax.

The poll-tax is collected from individual tax-payers by village officials, who forward it to the Chief of the Branch Bureau. Until 1921, the village officials were entitled to a maximum of one-half of the tax they collected, but after the revision of the "Poll Tax Regulations for the South Sea Islands" in 1922, this system was abolished and they are now paid fixed salaries. The poll-tax is compulsorily collected from native defaulters, as is the case with tax-payers other than natives.

A special taxation system is in force in the district (the Marshall Group) under the jurisdiction of the Jaluit Branch Bureau. Following the old usage in these islands, each tribal chief is made the tax-payer and is required to pay the poll-tax in copra, the quantity of copra to be handed over to the authorities being fixed for each community. The quantity of copra to be delivered, however, is not determined in accordance with the number of inhabitants, nor by comparison with the rates levied in other districts. The amount of money

representing the tax in copra shows the price at which the authorities sold it, and since the price fluctuates according to market quotations, the revenue of the South Seas Bureau from this source varies from year to year.

This system is based on the tribal system which is peculiar to the district in question. From early times the natives of the Marshall Group have been divided into the two classes of Iroiji, the ruling class comprising a few tribal chiefs, and Kajur, the ruled class. All the lands are owned by the tribal chiefs, while the people in general possess no land but work the lands by permission of the owners to whom they deliver in return half of the crops they raise thereon. It is provided in "Poll-Tax Regulations for the Natives" that the precedents of former times shall be observed for the time being. Following the usage prevailing under the German régime, the same quantities of copra are collected in lieu of cash as poll-tax. Though called poll-tax, if its real nature is closely studied, it is seen to be different from poll-tax and may be said to be a sort of tax imposed on the tribal chiefs.

Opinions differ as to the advisability of retaining this usage, but as it is bound up with the old usage of the tribal system, its abolition is a matter requiring mature consideration. Accordingly it is still provisionally retained.

The following table shows the amount of the poll-tax imposed in 1930 and 1931:—

RATE	Settled accounts for 1930		Estimates for 1931	
	No. of tax-payers	Collected <i>yen</i>	No. of tax-payers	Amounts to be Collected <i>yen</i>
(Men of property)				
40 yen	1	40	1	40
25 yen	1	25	1	25
20 yen	3	60	3	60
15 yen	14	210	14	210
10 yen	40	400	40	400
(People in general)				
5 yen	3,000	15,000	2,600	13,000
4 yen	1,225	4,900	1,200	4,800
3 yen	4,615	13,845	4,794	14,382
2 yen	907	1,814	1,036	2,072
1 yen	189	189	431	431
Paid in copra	226.5 tons.	18,132	226 tons.	13,393
Total	9,995 226.5 tons.	54,615	10,120 226 tons.	48,813

N.B.—The divergence of 13,965 yen between the settled amount of poll-tax (87,874 yen), mentioned in the settled accounts of net revenue, and the above total of the settled amount of poll-tax (101,839 yen including 54,615 yen from natives and 47,224 yen from non-natives) given in the above table, is due to the fact that the latter includes what was not yet actually received.

(c) Mining Tax.

In accordance with the "South Sea Islands Mining Regulations," (enacted in August, 1916), persons undertaking mining industry are required to pay a mining tax of one yen per year for every 1,000 *tsubo* (one *tsubo* is equal to about 35.58 square feet) of the mining lots they exploit (Vide "South Sea Islands Mining Regulations" in Chapter IX of the appended "Laws and Regulations").

The only person who pays the mining tax is one who obtained the concession in 1931 to collect phosphate in Togobai Island under the jurisdiction

of the Palau Branch Bureau, the mining lot referred to being 142,695 *tsubo* (one *tsubo* is equal to about 35.58 square feet) in area.

(d) Port-Clearance Dues.

Before the establishment of the South Seas Bureau, customs duties were levied on import and on chief items of export such as copra, tortoise-shell, nilotictop shell and phosphate. In May, 1922, the "Regulations concerning the Customs Duties" were revised and the export duties were thereby abolished and the "Regulations concerning Port-Clearance Dues in the South Sea Islands" were newly promulgated. (Vide "Regulations concerning Port Clearance Dues in the South Sea Islands" in Chapter III of the appended "Laws and Regulations").

In Japan and its colonies, excise duties are imposed on intoxicating liquors, sugar and so forth. As, however, those duties are not levied in the South Sea Islands, in case such articles are exported from the Islands to Japan or its colonies, port-clearance dues equal in rate to the duties levied at their destination are collected in the Islands, but no dues are levied when they are consumed in the Islands or exported to foreign countries. At present practically all the port-clearance dues collected in the Islands are those imposed on sugar and alcohol. The following table shows the quantity of these goods exported to Japan proper and the amount of the dues collected:—

Classification	Quantity exported	Amount of dues	Amount of dues, collection of which was postponed	Amount of dues in arrears collected	Amount of dues actually collected
1930		yen	yen	yen	yen
Sugar	456,551 piculs	2,183,922	1,042,885	551,625	1,692,662
Alcohol	331,022 litres	310,470	291,447	9,648	28,671
Whisky and other liquors containing alcohol	57,731 „	33,984	16,992	23,364	40,356
Total	—	2,528,377	1,351,324	584,637	1,761,691
1929	—	1,492,130	878,028	277,822	891,925
1928	—	1,120,324	465,540	352,354	1,007,139
1927	—	1,351,640	598,387	263,788	1,017,042
1926	—	902,552	409,481	194,940	688,011
1925	—	525,333	194,940	321,200	651,594
1924	—	465,135	321,200	138,300	282,235
1923	—	241,385	138,300	—	103,085
1922	—	7,988	—	—	7,988
Estimates for 1931					
Sugar	490,000 piculs	2,427,500	—	—	—
Alcohol	45,100 litres	42,750	—	—	—
Total	—	2,470,250	—	—	—

N. B.—(1) The figures in the above table show amounts for each fiscal year. Amounts not exceeding one yen are omitted.

(2) Postponement of payment of dues is allowed in accordance with Article V of the Regulations concerning Port Clearance Dues in the South Sea Islands.

(3) "Quantity exported" does not include that for procedure for exemption of dues has not been completed within the year in question. In consequence the figures do not tally with those showing quantities exported to Japan given in Paragraph (b) of "General Conditions of Police Control" in Chapter II dealing with administration in general.

(4) "Amount of dues" is that on the quantity of goods exported during the year.

III. Customs Duties System.

Prior to the establishment of the South Seas Bureau, the mandated territory was an independent customs zone, its customs relations with the Mandatory Power and its colonies being the same as existed with other foreign countries. In respect to tariff, goods were classified into several kinds and simple method of taxation was adopted. On the adoption of the terms of the Mandate for the South Sea Islands, the Japanese Government abolished the customs barrier up to then existing between the territory and the Mandatory Power and its colonies, and adopted a system to make more free the communications and trade between them. In May, 1922, the Government promulgated Imperial Ordinance No. 295 which was put into operation on June 1 of the same year, by which it was provided that with regard to customs system and the customs tariff in the South Sea Islands, the Customs Law, the Customs Tariff Law and collateral Laws and Imperial Ordinances of the Japanese Empire should apply with a few exceptions (Vide "Concerning the Compliance with the Customs Law, the Customs Tariff Law, etc. with regard to the Customs Duties in the South Sea Islands" in Chapter III of the appended "Laws and Regulations").

The open ports are Saipan, Palau, Angaur, Jaluit and Truk, but the importation of a certain specified goods is prohibited at Angaur.

N.B.—If importation of all kinds of goods were allowed at Angaur which is not far from Palau, a regular customs staff should be stationed there. Besides, as phosphate mining is the only existing enterprise, there is not much demand for goods. It is for these reasons that the importation of certain specified goods is there prohibited.

The revenue raised from customs duties in 1931 was as follows:—

Collected by	Amount Collected
Saipan Branch Bureau.....	14,820 yen
Palau Branch Bureau	3,237
Truk Branch Bureau	2,697
Jaluit Branch Bureau	3,533
Total	24,288

CHAPTER IV.

Education.

I. Government Educational Institution.

(a) General Remarks.

In December, 1915, the "Regulations for Primary Schools in the South Sea Islands" were promulgated and Primary Schools were established in Saipan and five other places, to commence the education of native children. In July, 1918, the "Regulations for Native Schools in the South Sea Islands" were enacted and the Primary Schools were thereafter re-named Native Schools. The teaching staff was also augmented in force and additional schools were established.

In April, 1919, the "Regulations for Primary Schools in the South Sea Islands" were enacted respecting the education of Japanese children, and Primary Schools were established in Saipan and Truk, and later in Palau, Yap and Ponape.

On the establishment of the South Seas Bureau, the "Regulations for the Organization of the South Seas Bureau Primary Schools" and the "Regulations for the Organization of the South Seas Bureau Public Schools" were promulgated, defining the organization and sphere of these schools. The Native Schools were thereby re-named Public Schools, and the regulations governing Primary and Public Schools were revised.

Further, for the vocational education of natives the Apprentice-Woodworkers Training School of the South Seas Bureau was established in April, 1926, attached to the Korrer Public School under the jurisdiction of the Palau Branch Bureau.

To this school are admitted boys from all districts selected from among those who have completed the course of instruction at the Public Schools and have gone through the supplementary course, and there they are given instruction in building and carpentry.

(b) Primary Schools.

(1) General Remarks.—The Primary School is principally intended for the primary education of Japanese children and is divided into two courses, Ordinary and Higher. (A School which affords both the Ordinary and Higher Courses is called an Ordinary and Higher Primary School). The number of the existing Primary Schools is 9, being the same as in the preceding year, including 3 Higher Primary Schools.

No tuition fees are charged in the Primary Schools, but the pupils must provide themselves with necessary articles and bear all other necessary expenses of study. With regard to the school course, the curricula and the rules of teaching, except those specially provided for in the Regulations for the South Seas Bureau Primary Schools, the provisions of the Ordinance for the Primary Schools of the Japanese Empire and the provisions fixed by the Department

of Education of the Japanese Government are complied with. (Vide "Regulations for the South Seas Bureau Primary Schools" and "Detailed Rules for the Enforcement of the Regulations for the South Seas Bureau Primary Schools" in Chapter IV of the appended "Laws and Regulations")

(2) School Course and Curricula.—The course of study lasts six years under the Ordinary Course and two years under the Higher Course. The school year begins on April 1 and ends on March 31 of the following year. The curricula and the number of teaching hours per week are the same as those of Primary Schools in Japan and are as follows:—

(A) CURRICULA OF ORDINARY COURSE OF PRIMARY SCHOOL.

SUBJECTS	HOURS per week	FIRST YEAR CLASS	HOURS per week	SECOND YEAR CLASS	HOURS per week	THIRD YEAR CLASS	HOURS per week	FOURTH YEAR CLASS	HOURS per week	FIFTH YEAR CLASS	HOURS per week	SIXTH YEAR CLASS
Ethics	2	Essential points of ethics.	2	Do.	2	Do.	2	Do.	2	Do.	2	Do.
Japanese language	10	Pronunciation, Kana characters, Chinese characters in daily use, reading of easy sentences, writing, tenses, composition and conversation.	12	Kana, characters, Chinese characters in daily use, reading of easy sentences, writing, tenses, composition and conversation.	12	Chinese characters in daily use, reading of easy sentences, writing, composition and conversation.	12	Do.	9	Do.	9	Do.
Arithmetic	5	Reading and writing of numbers up to 100 and simple calculations.	5	Reading and writing of numbers up to 1,000 and simple calculations.	6	Calculations in integral numbers.	6	Do., and reading and writing of decimals and simple calculation in decimals.	4	Calculations in integral numbers, decimals, and fractions, and use of abacus.	4	Proportions, percentages, and use of abacus.
Japanese history												
Geography												
Natural science												
Drawing		Representation of simple figures and objects.	1	Do.	1	Do.	1	Do.	2 for boys, 1 for girls.	Do.	2 for boys, 1 for girls.	Do.
Singing		Simple songs.	4	{ Do. Do.	1 3	Do. Do.	1 3	Do. Do.	2 3	Do. Do.	2 3	Do. Do.
Physical exercises		Gymnastics, drill and sports.	4	{ Do. Do.	1 3	Do. Do.	1 3	Do. Do.	2 3	Do. Do.	2 3	Do. Do.
Sewing												
Handicraft		Elementary handicraft.		Do.		Do.		Do.		Do.		Do.
Total	21		23		25		{ 28 for boys. 29 for girls.		{ 28 for boys. 30 for girls.			

N. B.—Drawing may be taught one hour per week in the 1st and 2nd year classes.

Handicraft may be taught one hour per week in the 1st, 2nd and 3rd year classes and two hours per week in the 4th, 5th and 6th year classes.

(B) CURRICULA OF HIGHER COURSE OF PRIMARY SCHOOL.

SUBJECT	Hours per week	FIRST YEAR CLASS	Hours per week	SECOND YEAR CLASS
Ethics.....	2	Essential points of Ethics.	2	Do.
Japanese language.....	6	Reading and writing of Chinese characters in daily use and reading of ordinary sentences and composition.	6	Do.
Arithmetic	4	Integral numbers, decimals, fractions, algebraic and geometrical calculations and use of abacus.	4	Proportions, percentages, algebraic and geometrical calculations and use of abacus, (and ordinary book-keeping).
Japanese history.....	2	Outline of Japanese history.	2	Continued from preceding year.
Geography	2	Outline of foreign geography.	2	Supplementary study of geography.
Natural science	2	Elementary botany, zoology, mineralogy, natural phenomena, ordinary physical and chemical phenomena, chemical elements and compounds, structure and working of simple machines, physiology, and hygiene.	2	Natural phenomena, ordinary physical and chemical phenomena, chemical elements and compounds, structure and working of simple machines, outline of physiology and hygiene.
Drawing.....	1	Representation of simple figures and objects.	1	Do. (and simple geometrical figures).
Handicraft	1	Elementary draughtsmanship and handicraft.	1	Do.
Singing	1	Singing in unison and in two parts.	1	Do.
Physical exercises	3	Gymnanstics, drill and sports.	3	Do.
Industry	{ 5 for boys. 2 for girls.	Outline of agriculture, industry and commerce.	{ 5 for boys. 2 for girls.	Do.
Housekeeping and sewing	4	Outline of food, clothing, habitation, nursing household economy, sewing and mending of ordinary clothes and cutting of cloth.	4	Do.
Total	29 for boys. 30 for girls.		29 for boys. 30 for girls.	

N.B.—Any of the subjects of study mentioned in Clause 2 of Article XX of “Ordinance for Primary Schools,” may be taught not exceeding 3 hours per week in the case of boys and not exceeding 2 hours per week in the case of girls in addition to the number of hours given in the above table.

The number of teaching hours per week may be increased beyond what is permitted by the preceding regulation, but the total number of hours a week shall not exceed 32 hours.

The above regulation shall not prejudice practical lessons being given outside school hours.

(3) Number of Classes and Pupils.—The number of classes and pupils in the Primary Schools at the end of April, 1931, was respectively as follows:—

Branch Bureau	SCHOOL	No. of classes			No. of Teachers	No. of Pupils		
		Ordinary Course	Higher Course	Total		Boys	Girls	Total
Saipan	Saipan Ordinary and Higher Primary School	9	2	11	11	264 Ordinary	267 Ordinary	531 Ordinary
						60 Higher	40 Higher	100 Higher
	Athlete Ordinary Primary School	3	—	3	4	87	87	174
	Chatcha Ordinary Primary School	3	—	3	3	95	88	183
	Tanapak Ordinary Primary School	3	—	3	4	79	74	153
	Tinian Ordinary and Higher School	10	—	10	12	273 Ordinary	248 Ordinary	521 Ordinary
						21 Higher	21 Higher	42 Higher
Yap	Yap Ordinary Primary School	1	—	1	2	5	19	24
Palau	Palau Ordinary and Higher Primary School	3	1	4	5	84 Ordinary	73 Ordinary	157 Ordinary
						5 Higher	8 Higher	13 Higher
Truk	Truk Ordinary Primary School	2	—	2	2	24	16	40
Ponape	Ponape Ordinary Primary School	2	—	2	2	22	22	44
	Total	36	3	39	45	933 Ordinary	894 Ordinary	1,827 Ordinary
						86 Higher	69 Higher	155 Higher

(c) Public School.

(1) General Remarks.—A Public School is an institution at which primary education is given to native children, its fundamental object being the imparting of moral senses as well as of such knowledge and capacity as are indispensable to the advancement and improvement of their lives, with due regard, at the same time, to their physical development (Vide Article I of the “Regulations for the South Seas Bureau Public Schools” in Chapter IV of the appended “Laws and Regulations”).

Inasmuch as the local condition and the standard of living of the natives differ greatly from those prevailing elsewhere, special attention has been paid in drawing up the curricula to make them fit the degree of intellect and ability possessed by the natives as well as the local conditions, and the pupils are treated with sympathy and liberality in order to promote good manners and to elevate their personal character, so that when they grow up they may be capable of enhancing and enjoying the blessings of advanced civilization.

As a rule, children eligible to attend a Public School are children of natives, who are above eight years of age before the date when the school year begins.

No tuition fees are charged on the pupils of a Public School. They are also provided gratis with text-books, paper, ink and other necessary articles as well as with the material needed in the practical lessons. Further, clothing and board are also provided gratis in certain localities. Finally, children suffering from diseases, such as trachoma or skin diseases, which cannot be

ignored from the standpoint of school hygiene, are provided with medical treatment at Government expense.

(2) School Course and Curricula.—The regular course of a Public School lasts for three years, but for the benefit of children desiring to continue their studies after completing the course, a supplementary course is attached, with a term of two years. The supplementary course is at present provided only in the Public Schools established at the sites of the Branch Bureau.

The school year of the Public School begins on April 1 and ends on March 31 of the following year. The curricula for the Public Schools are as follows:—

(A) CURRICULA OF PUBLIC SCHOOLS.

SUBJECTS	Hours per week	FIRST YEAR CLASS	Hours per week	SECOND YEAR CLASS	Hours per week	THIRD YEAR CLASS
Ethics	1	Essential points of ethics.	1	Do.	1	Do.
Japanese language	12	Pronunciation. Conversation. Reading and writing of and composition in <i>kana</i> characters. Chinese characters in daily use and easy spoken sentences.	12	Conversation. Reading and writing of and composition in <i>kana</i> , Chinese characters in daily use and easy spoken sentences.	12	Conversation. Reading and writing of and composition in Chinese characters in daily use and easy spoken sentences.
Arithmetic	5	Reading and writing of numbers up to 100 and simple calculation.	5	Reading and writing of numbers up to 1,000 and simple calculation.	5	Calculations in integral numbers.
Natural science.....			1	Observation of natural objects and natural phenomena.	2	Botany, Zoology mineralogy and natural phenomena. Ordinary physical and chemical phenomena. Hygiene of daily life.
Drawing	1	Simple drawing.	1	Do.	1	Do.
Handicraft	1	Manufacture of simple articles.	1	Do.	1	Do.
Singing	3	Simple singing in unison.	1	Do.	1	Do.
Physical exercises		Sports, drill and gymnastics.	2	Do.	2	Do.
Agriculture.....			1	Outline of agriculture.	2	Do.
House-keeping (for girls)...			1	Simple household matters, and sewing of ordinary clothes.	2	Do.
Total.....	23		25 26	for boys. for girls.	27 29	for boys. for girls.

N. B.—Practical lessons may be given outside the scheduled hours.

(B) CURRICULA OF SUPPLEMENTARY COURSE AT PUBLIC SCHOOLS.

SUBJECTS	Hours per week	FIRST YEAR CLASS	Hours per week	SECOND YEAR CLASS
Ethics.....	1	Essential points of ethics.	1	Do.
Japanese language.....	10	Conversation. Reading and writing of and composition in Chinese characters in daily use and easy spoken sentences.	10	Do.
Arithmetic	4	Calculations in integral numbers and decimals (use of abacus).	4	Calculations in fractions and percentages (use of abacus).
Geography	1	Outline of geography of the Islands and Japan.	1	Do. and outline of the geography of the world.
Natural science	2	Botany, zoology, mineralogy, natural phenomena, ordinary physical and chemical phenomena.	2	Do. and elementary physiology and hygiene.
Drawing	1	Simple drawing.	1	Do.
Handicraft	2	Manufacture of simple articles.	2	Do.
Singing	1	Simple singing in unison and in two parts.	1	Do.
Physical exercises	2	Gymnastics, drill and sports.	2	Do.
Agriculture	4	Outline of agriculture.	4	Do.
House-keeping (for girls)	2	Simple household matters, and sewing of ordinary clothes.	2	Do.
Total	28 30	for boys. for girls.	28 30	for boys. for girls.

N. B.—Practical lesson may be given outside the scheduled hours.

With the exception of the national language, teaching for which a series of readers had been specially compiled so as to keep uniformity of teaching, other subjects of study had formerly no detailed regulations for teaching excepted those shown in the curricula and regulations for teaching. For this reason, matters taught differed according to different schools, leaving much to be desired in point of uniformity of teaching. Accordingly, the authorities concerned decided to establish the essential matters to be taught concerning each subject of study in conformity with directions given in the newly established regulations for teaching. The following are the subjects of study, the essential matters of which to be taught were already established, the other subjects being attended to at present and will be similarly disposed of one after another (Vide “Regulations for Public Schools,” “Purport of the Amendment of the Regulations for the Public Schools and Matters to be Paid Attention to in Enforcing the Amended Regulations” in Chapter IV of the appended “Laws and Regulations”).

Subject of study	Year of establishment
Morals	1928
Arithmetic.....	1928
Geography.....	1929
Science	1930
Agriculture	1930
Handicraft.....	1931

(3) Teaching Staff.—In a Public School, the pupils are divided into several classes in proportion to their numbers, and a teacher is appointed to each class. As regards the appointment of teachers, there is no particular provision except that they must possess the qualification necessary for officials of *hannin* rank. However, they are, as a rule, appointed from among persons qualified to be teachers at primary schools in Japan Proper.

To assist the teacher, assistant teachers are appointed to Public Schools. The assistant teachers are appointed from among native candidates in accordance with the "Regulations for the Appointment of Assistant Teachers." There is no special institution for training assistant teachers (Vide "Regulations for the Appointment of Assistant Teachers of the South Seas Bureau Public Schools" in Chapter IV of the appended "Laws and Regulations").

(4) Number of Public Schools.—The number of Public Schools existing in 1929 was 22. A new school having been established at Mortlock in 1931, there are now 23 schools in all.

(5) Number of Pupils and Classes Respectively.—The number of classes and pupils in the Public Schools as returned at the end of April, 1931, was as follows.

Branch Bureau	Name of Public School	No. of classes			No. of teachers		No. of Pupils		
		Regular course	Supplementary course	Total	Japanese	Natives	Boys	Girls	Total
Saipan	{ Saipan Public School	4	2	6	6	1	{ 128 reg. 59 sup.	{ 114 reg. 28 sup.	{ 242 reg. 87 sup.
	{ Rota Public School	1	—	1	1	1	23	15	38
Palau	{ Koror Public School	3	2	5	6	1	{ 92 reg. 88 sup.	{ 61 reg. 25 sup.	{ 153 reg. 113 sup.
	{ Marukiyuku Public School	2	—	2	2	1	44	40	84
	{ Garaudo Public School	2	—	2	2	1	44	39	83
	{ Pelitu Public School	2	—	2	2	1	40	32	72
	{ Angaur Public School	1	—	1	2	1	25	20	45
Yap	{ Yap Public School	2	2	4	5	1	{ 51 reg. 58 sup.	{ 40 reg. 38 sup.	{ 91 reg. 96 sup.
	{ Nifu Public School	1	—	1	1	1	27	20	47
	{ Maki Public School	3	—	3	3	1	98	48	146
Truk	{ Summer Island Public School	2	2	4	4	1	{ 81 reg. 93 sup.	{ 36 reg. 27 sup.	{ 117 reg. 120 sup.
	{ Wednesday Island Public School	2	—	2	2	1	98	53	151
	{ Spring Island Public School	2	—	2	2	1	84	42	126
	{ Winter Island Public School	1	—	1	1	1	35	21	56
	{ Monday Island Public School	1	—	1	1	1	36	23	59
	{ Mortlock Public School	1	—	1	1	1	36	6	42
Ponape	{ Colony Public School	3	2	5	5	1	{ 101 reg. 56 sup.	{ 65 reg. 39 sup.	{ 166 reg. 95 sup.
	{ Wu Public School	2	—	2	2	1	46	38	84
	{ Metaratanium Public School	2	—	2	2	1	34	53	87
	{ Kity Public School	2	—	2	2	1	46	54	100
	{ Kusate Public School	2	—	2	2	1	46	35	81
Jaluit	{ Jabaar Public School	3	1	4	4	1	{ 75 reg. 46 sup.	{ 64 reg. 19 sup.	{ 139 reg. 65 sup.
	{ Wotje Public School	2	—	2	2	1	59	43	102
Total		46	11	57	60	23	{ 1,349 reg. 400 sup.	{ 962 reg. 176 sup.	{ 2,311 reg. 576 sup.

N. B.—The Japanese teacher at each of the Angaur Public School and Jabaar Public School is in charge of a special class for Japanese children.

The number of classes and pupils respectively since 1922 is shown in the following table:—

Year	No. of schools	No. of teachers			No. of classes			No. of pupils					
		Japanese Natives		Total	Regular Supple- mentary		Total	Regular			Supplementary		
								Boys	Girls	Total	Boys	Girls	Total
1922.....	17	38	18	56	38	10	48	1,195	715	1,910	257	80	337
1923.....	17	36	18	54	39	9	48	1,239	808	2,047	296	96	392
1924.....	17	48	18	66	39	9	48	1,252	874	2,126	389	117	506
1925.....	17	47	23	70	39	9	48	1,217	840	2,057	398	124	522
1926.....	19	54	19	73	44	9	53	1,200	833	2,033	340	107	447
1927.....	20	58	20	78	43	10	53	1,136	734	1,870	340	136	476
1928.....	21	62	21	83	43	10	53	1,263	768	2,031	348	132	480
1929.....	21	58	21	79	44	10	54	1,270	792	2,062	350	197	547
1930.....	22	59	22	81	44	11	55	1,327	890	2,217	382	165	547
1931.....	23	60	23	83	46	11	57	1,349	962	2,311	400	176	576

(6) Percentage of Attendance.—Children of school age between 8 and 14 years of age are expected to attend school. Those who are in the regular course of a Public School or who have finished it in the course of this period are considered as school-going children and those who are not in it or have left school before finishing it as children not going to school. The following table shows the percentage of school-going children as it stood at the end of April of 1931:—

PERCENTAGE OF CHILDREN ATTENDING PUBLIC SCHOOLS
END OF APRIL, 1931.

	Attending school			Not attending school			Aggregate total			Percentage of attendance		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Branch Bureau												
Saipan	260	198	458	87	119	206	347	317	664	74.93	62.46	68.98
Yap	344	235	579	151	195	346	495	430	925	69.49	54.65	62.59
Palau	454	371	825	24	19	43	478	390	868	94.98	95.13	95.05
Truk	441	243	684	812	1,013	1,825	1,253	1,256	2,509	35.20	19.35	27.26
Ponape	471	425	896	46	37	83	517	462	979	91.10	91.99	91.52
Jaluit	307	231	538	463	413	849	743	644	1,387	41.32	35.87	38.79
Total	2,277	1,703	3,980	1,556	1,796	3,352	3,833	3,499	7,332	59.41	48.67	53.30

N. B.—The above table was prepared on an investigation of children of school age between 8 and 14 years of age. As there are among the pupils in the regular course of Public Schools a rather large number above the age of 14 years, as will be seen in the appended table showing the situation as it stood at the end of April of 1931, the actual percentage of attendance is considered to be higher than that given above. Further, the lower percentage of attendance in the districts under the jurisdictions of the Truk and Jaluit Branch Bureaux as compared with those under the jurisdictions of the other Branch Bureaux is due to the fact that these districts contain many isolated islands lacking in means of communication, which make it inconvenient for the children of these islands to attend school.

	Boys	Girls	Total
Public Schools under Saipan Branch Bureau.....	3	1	4
" " " Yap " " 	59	10	69
" " " Palau " " 	9	3	12
" " " Truk " " 	47	9	56
" " " Ponape " " 	18	7	25
" " " Jaluit " " 	4	2	6
Total	140	32	172

TABLE SHOWING PERCENTAGE OF ATTENDANCE OF CHILDREN AT
PUBLIC SCHOOLS YEAR AFTER YEAR.

Branch Bureau	1927	1928	1929	1930	1931
Saipan	64.27	62.25	61.95	59.65	68.98
Yap	51.27	54.29	56.98	61.02	62.59
Palau	86.77	88.89	91.63	95.46	95.05
Truk	14.25	18.25	19.38	22.51	27.26
Ponape	67.27	65.06	66.67	90.23	91.52
Jaluit	34.85	26.26	32.35	35.82	38.79
Total	43.61	44.08	45.73	50.44	53.30

N. B.—The high percentage of Palau is due to the fact that Public Schools are established in sufficient number there making it easy for children to attend school.

(7) Boarding Houses.—Public Schools in particular places such as the sites of the Branch Bureau are provided with boarding houses for accommodating pupils coming from outlying districts, board being provided free of charge.

Each of those boarding houses has an Inspector, who is appointed by the Chief of the Branch Bureau from among the school teachers. The Inspector, under the direction of the Principal of the School, takes charge of the supervision and protection of the children living in the boarding house as well as the management of the house (Vide "Rules concerning Business of and Allowances to Inspectors of Public School Boarding-houses" in Chapter IV of the appended "Laws and Regulations").

The number of children living in such boarding houses at the end of April, 1931, was as follows:—

Name of School	Regular Course				Supplementary Course			Aggregated Total
	1st year class	2nd year class	3rd year class	Total	1st year class	2nd year class	Total	
Korrer Public School.....	6	9	9	24	31	38	69	93
Yap Public School	—	—	—	—	25	29	54	54
Summer Island Public School.....	20	16	14	50	37	18	55	105
Colony Public School.....	—	4	2	6	20	18	38	44
Jabaur Public School.....	2	5	8	15	18	6	24	39
Wotje Public School	8	14	12	34	—	—	—	34
Total	36	48	45	129	131	109	240	369

(d) Vocational Education.

(1) The Apprentice-Woodworkers Training School.

(a) General Remarks.—The need of giving natives a knowledge of building has been recognized as urgent for the improvement of house construction as a first step towards elevating the conditions of native life, and since the establishment of the South Seas Bureau, the Branch Bureaux have been endeavouring to train natives in carpentry with a fair degree of success. In order to co-ordinate this work and make it still more successful, the Apprentice-Woodworkers Training School has been established attached to the Korrer Public School under the jurisdiction of the Palau Branch Bureau and was opened in May, 1926.

The aim of the Training School is the imparting of a knowledge and technical ability indispensable to such natives as desire to engage in building and carpentry.

The Principal of the Korrer Public School acts as Principal of the Training School, and technical instruction is given by one teacher and one assistant teacher. Ordinary lessons are given by the Public School teachers.

Those eligible for the first year class of the School are boys under 16 years of age, who have completed the supplementary course of a Public School with an excellent record and who have no domestic reason to prevent them from pursuing a course of study lasting for two years. It is the principle to admit every year to the school two or three boys from each of the districts under the jurisdiction of the different Branch Bureaux.

No tuition fees are charged on the pupils. They are also lent or provided gratis with all materials and other articles necessary for study. Further, all the pupils are given accommodation in the boarding house, where clothing and board are supplied free.

(b) The School Course and Curricula.—The course of study at the School extends over two years. Those who have completed it may remain at School if they desire for a period of less than one year as advanced students.

The curricula of the Apprentice-Woodworkers Training School is as follows:—

SUBJECT	Hours per week	FIRST YEAR CLASS	Hours per week	SECOND YEAR CLASS
Ethics.....	1	Essential points of ethics.	1	Do.
Japanese language	5	Reading and writing of Chinese characters in daily use; reading of ordinary sentence; composition.	5	Do.
Arithmetic	4	Integral numbers, decimals and equations (addition and subtraction with abacus).	4	Fractions, percentages and proportions (addition, subtraction, multiplication and division with abacus).
Drawing	2	Simple drawing and instrumental drawing.	2	Instrumental drawing and cartography.
Gymnastics	1	Drill, gymnastics and sports.	1	Do.
Architecture	5		5	
Material	(1)	Building material.	(1)	Do.
Building	(2)	Outline of Construction.	(2)	Do.
Workmanship	(2)	Tools and workmanship.	(2)	Workmanship, colouring and designing.
Practice	18	Practical work.	18	Practical work and drawing.
Total	36		36	

N.B.—The Principal may increase the number of hours for practical lessons not exceeding an hour per day.

(c) The following table shows the respective numbers of the classes and pupils at the Apprentice-Woodworkers School at the end of April, 1931:—

Class	Teaching staff	No. of Pupils			
		1st year class	2nd year class	Advanced course	Total
1	1 teacher 1 assistant	11	10	2	23

N.B.—Besides the teaching staff mentioned above, 4 teachers of the Korrer Public School are employed for teaching ordinary lessons.

Classified according to the native places of the pupils, their number is as follows:—

Class	Saipan	Yap	Palau	Truk	Ponape	Jaluit	Total
1st year.....	3	2	4	2	—	—	11
2nd year	2	2	2	3	—	1	10
Advanced course	—	—	—	—	—	2	2
Total	5	4	6	5	—	2	3

(2) Short Term Classes.

Inasmuch as instruction in agriculture, handicraft, etc., is of great importance for the promotion of the welfare of the natives, the Branch Bureaux undertake from time to time short term classes for teaching those arts.

The duration of such classes varies according to the different Branch Bureaux, but generally ranges between three months and one year. With regard to the subjects taught, there may be some difference according to the different Branch Bureaux, but roughly speaking, in agriculture are taught the cultivation of ordinary vegetables, horticultural plants and plants for special

use, forestry and stock-farming; and in handicraft, methods of making hats and knitting. In those classes greater importance is attached to practice than to theory, the pupils being given lessons in practice and theory at the same time so that they may obtain practical ability in their work.

Not only are the pupils required to pay none of the expenses needed for study, but in most cases they are provided with board or allowances during the time they attend the class and are lent or provided gratis with the necessary tools and materials for their work.

The following table shows the number of pupils at the short-term classes held during 1930 and the expenditure incurred for them:—

Classification		Saipan	Yap	Palau	Truk	Ponape	Jaluit	Total	1929	1928	1927	1926
Agriculture	{No. of pupils.....	10	10	8	10	7	—	45	43	43	43	35
	{Expenditure	¥540	¥480	¥324	¥734	¥362	—	¥2,440	¥2,546	¥2,254	¥2,405	¥1,949
Handicraft	{No. of pupils.....	—	44	—	—	—	?	44	—	283	176	—
	{Expenditure	—	¥194	—	—	—	¥200	¥394	¥200	¥463	¥442	¥200
Total	{No. of pupils.....	10	54	8	10	7	?	89	43	326	219	35
	{Expenditure	¥540	¥674	¥324	¥734	¥362	¥200	¥2,834	¥2,746	¥2,720	¥2,847	¥2,149

N. B.—Amounts not exceeding 1 yen are omitted.

(e) School Hygiene.

The “Rules concerning the Installation and Function of School Physicians” were enacted in August, 1926 according to which Schools Physicians are appointed from among the physicians in service at the South Seas Bureau Hospitals. It is the duty of those School Physicians to visit the schools (Primary and Public Schools) in their charge at least once every month (at convenient times in isolated isles and remote places) to investigate various matters concerning the school hygiene. Simultaneously with the above Rules, the “Rules concerning the Physical Examinations of School Children” were enacted, by virtue of which a physical examination of children of the Primary and Public Schools is carried out once every year (Vide “Rules concerning the Physical Examination of School Children” in Chapter IV of the appended “Laws and Regulations”).

With regard to medical treatment of the school children, the following measures are specially taken:—

1. Each school should keep first-aid medicines at hand.
2. In case it is found necessary for school hygiene on request by the Principal of the school, sick children are treated gratis at the South Seas Bureau Hospitals.
3. Intestinal parasites are very prevalent among the natives. According to investigations once made, 90 per cent of the native school children and 40 to 50 per cent were found to be suffering from round-worm and from hook-worm respectively. Since 1928 School Physicians and physicians in service at the Hospitals have been working together to improve school hygiene. After the examination of the excreta of all the pupils of the Primary Schools, the Public Schools and the Apprentice-Woodworkers Training School, those who were found to harbour the eggs of roundworm were treated with medicine, and those harbouring eggs of hook-worm were given treatment at a Hospital or otherwise. The necessary expenditure for these examinations and treatment and the travelling expenses of School Physicians

and others have been defrayed by the Government and no charges have been made to the patients for the medicine administered or the accommodation given at the Hospitals.

The following tables show results of examinations carried out during 1930 of Primary and Public School pupils for intestinal parasites:—

RESULTS OF EXAMINATIONS OF PRIMARY AND PUBLIC SCHOOL PUPILS FOR INTESTINAL PARASITES IN 1930.

		Primary School			Public School			
		Boys	Girls	Total	Boys	Girls	Total	
No. of pupils examined		773	696	1,469	1,620	1,014	2,634	
Those carrying no eggs	{No.	521	464	985	408	278	686	
	{Percentage.....	67.40	66.67	67.05	25.19	27.42	26.04	
Those carrying eggs.....	{No.	252	232	484	1,212	736	1,948	
	{Percentage.....	32.60	33.33	32.95	74.81	72.58	73.96	
Classification	Roundworm	{No.	180	161	341	836	511	1,347
		{Percentage.....	23.27	23.13	23.21	51.60	50.39	51.34
	Hookworm	{No.	34	26	60	202	113	315
		{Percentage.....	4.40	3.74	4.08	12.47	11.14	11.96
	Threadworm	{No.	75	81	156	631	369	1,000
		{Percentage.....	9.70	11.64	10.62	38.95	36.39	37.97
	Seatworm	{No.	2	—	2	35	16	51
		{Percentage.....	2.59	—	0.14	2.16	1.58	1.94
	Others	{No.	2	1	3	14	11	25
		{Percentage.....	2.59	0.14	0.20	0.86	1.08	0.95

N.B.—That the number of those carrying eggs does not tally with the total number of those classified according to parasites is due to the fact one carrying eggs of two or more species of parasites has been counted as so many persons.

RESULTS OF MEDICAL TREATMENT OF PRIMARY AND PUBLIC SCHOOL PUPILS SUFFERING FROM HOOKWORM IN 1930.

Classification	No. of pupils examined	No. of pupils treated	No. of treatment given							
			First treatment		Second treatment		Third treatment		Fourth treatment	
			Treated	Cured	Treated	Cured	Treated	Cured	Treated	Cured
Primary School	Boys.....	711	30	30	10	20	14	6	6	—
	Girls.....	622	24	24	10	14	10	5	3	2
	Total ...	1,333	54	54	20	34	24	11	9	2
Public School	Boys.....	1,590	140	140	90	50	5	14	10	4
	Girls.....	991	79	79	53	26	7	7	5	2
	Total ...	2,581	219	219	143	76	12	21	15	6

RESULTS OF MEDICAL TREATMENT OF PRIMARY AND PUBLIC SCHOOL PUPILS SUFFERING FROM ROUNDWORM IN 1930.

Classification		At the beginning of the school year					After treatment given				
		No. of pupils examined	Carrying no eggs		Carrying eggs		No. of pupils examined	Carrying no eggs		Carrying eggs	
			No. of pupils	Per-centage	No. of pupils	Per-centage		No. of pupils	Per-centage	No. of pupils	Per-centage
Primary School	Boys.....	773	593	76.73	180	23.27	711	513	80.53	124	19.47
	Girls.....	696	535	76.87	161	23.13	622	454	81.36	104	18.64
	Total ...	1,469	1,128	76.79	341	23.21	1,333	967	80.92	228	19.08
Public School	Boys.....	1,620	784	48.40	836	51.60	1,220	564	46.23	656	53.77
	Girls.....	1,014	503	49.61	511	50.39	740	340	45.95	400	54.05
	Total ...	2,634	1,287	48.66	1,347	51.34	1,960	904	46.12	1,056	53.88

N.B.—All pupils, no matter whether they carry eggs or not, are caused to take semencine once every month.

(f) Expenditure on Education.

The expenditure on education is tabulated as follows:—

Item	Estimates			Settled Accounts for 1930		
	1931	1930	Increase or decrease (decrease marked with *)	Primary Schools	Public Schools	Total
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	195,329	188,829	6,500	57,516	114,217	171,734
Office expenses	88,353	85,614	2,739	11,478	36,003	47,482
Articles purchased	11,446	10,656	790	1,348	1,697	3,045
Communications and transport ...	5,808	5,106	702	212	285	497
Repairs.....	11,532	13,764	* 2,232	864	8,792	9,656
Travelling expenses.....	35,100	33,300	1,800	6,089	12,247	18,336
Wages and allowances to employees	22,170	20,790	1,380	2,372	12,104	14,476
Clothing	962	888	74	46	637	684
Miscellaneous	1,335	1,110	225	544	240	784
Educational expenses	55,458	50,539	4,919	10,324	33,223	43,548
Schools	20,080	20,041	39	7,685	12,094	19,779
Pupils	27,156	24,966	2,190	832	16,455	17,287
Correction of text books	2,658	—	2,658	—	—	—
Miscellaneous	5,564	5,532	32	1,806	4,674	6,481
Various outlays.....	—	—	—	250	—	250
Construction and repairs	87,935	129,390	*41,455	77,311	21,691	99,003
Constructions of residences for teachers	37,620	55,250	*17,630	17,100	—	17,100
Construction of new school buildings	42,840	74,140	*31,300	60,211	21,691	81,903
Equipments.....	675	—	675	—	—	—
Repairs of school and other buildings	6,800	—	6,800	—	—	—
Subsidy to kindergarten	2,200	—	2,200	—	—	—
Replenishment of shortage of educational expenses	—	—	—	1,252	—	1,252
Total	439,275	454,372	*25,097	158,133	205,136	363,270

N.B.—(1) Expenses for Public Schools include those incurred for the Apprentice-Woodworkers Training School.

(2) Amounts not exceeding 1 yen are omitted.

(3) Of the items under the heading “Educational expenses,” the figures under “Schools” represent the expenses of purchasing implements and articles for consumption needed in teaching, those under “Pupils,” the expenses of pupils’ board, clothing, school articles and for practical exercises, while those under “Miscellaneous Expenses” include the expenses of holding ceremonies and athletic meetings and for the carriage of articles required for the purposes of education.

The following table shows the principal construction works started in 1931:—

Branch Bureau	Kind of building	No.	Structure	Area square metres	Expendi- ture yen	Expected date of completion	Remarks
Saipan	Residences for teachers of Saipan Charan- kanoo Primary Schools	4 (each of 2 wings)	One storied wooden building.	61.2 each	15,380	March, 1932	For accommodation of new teachers.
	Residence for teachers of Athlete Primary School.....	1	Ditto	61.2	4,162	Ditto	Ditto
	Residence for teachers of Chatcha Primary School.....	1	Ditto	61.2	4,265	Ditto	Ditto
	Enlargement of Saipan Ordinary and Higher Primary School	1	One storied concrete building.	187.6	6,480	Ditto	For accommodation of new classes.
	Building for Charankanoo Primary School.	1		187.6	4,500	Ditto	For establishment of a new school in 1932.
	Enlargement of Saipan Public School	1	One storied concrete building.	225.9	8,930	December, 1931	For accommodation of new classes.
	Enlargement of Athlete Primary School ...	1	One storied wooden building.	148.7	7,500	March, 1932	Ditto
	Enlargement of Chatcha Primary School...	1	Ditto	124.0			
	Replacement of the building of Athlete Primary School destroyed by fire	1	Ditto	188.4	6,769	Ditto	For replacement of the school building destroyed by fire in September, 1931.
	Water-tank for Tanapak Primary School...	1	Concrete-built with capacity for 5 tons.		500	Ditto	For replacement of shortage of water- tanks.
Yap	Equipment expenses.....				3,600	Ditto	For providing for new classes.
	Enlargement of Maki Public School	1	One storied concrete building.	49.6	2,205	Ditto	For providing an office, which was formerly lacking.
Palau	Replacement of the lavatory of Palau Ordinary and Higher Primary School ...	1	Ditto	26.9	438.53	July, 1931	For replacing the old building which became dilapidated.
Truk	Residence for teachers of Truk Primary School.....	1	Ditto	58.8	4,554	March, 1932	For accommodation of new teachers.
	Residence for teachers of Spring Island Primary School	1	Ditto	58.8	2,629	February, 1932	Ditto
	Water-tank for Mortlock Public School ...	1	Concrete-built with capacity for 5 tons.		500	October, 1931	For use of the newly-established school.
	Equipments for the same				140		Ditto
Ponape	Residence for teachers of Ponape Primary School.....	1	One storied wooden building.	57.0	3,295	February, 1932	For replenishment shortage of teachers' residences.
	Repair and reconstruction of Colony Public School.....	1	Ditto	218.2	2,390	Ditto	
	Repair and reconstruction of Kusaie Public School.....	1	Ditto	221.5	4,395	Ditto	

II. Private Educational Institutions.

(a) General Remarks.

The educational institutions established by private bodies are mission schools belonging to Christian churches, in addition to four kindergartens and one private Public School established with the sanction of the authorities.

(b) Kindergartens.

Kindergartens take Japanese children under school age in compliance with the principles set down in Art. I of the "Regulations concerning Kindergartens" of Japan. There are four kindergartens in the mandated territory, one at Palau, a second at Ponape, a third at Yap, and a fourth at Saipan.

The kindergarten at Palau is managed by the mission station at Palau of the East Honganji Temple of the Shinshu Sect of Buddhism. It was opened in April, 1928. The subjects taught at the kindergarten are stories, singing, games, handicraft and observation, and the teaching hours are 18 hours per week (3 hours per day). The established number of children to be admitted is 40. If so desired, native children are admitted without any prejudice. The tuition fee is 2 yen per child per month. The fees are appropriated in aid of the running expenses.

The kindergarten at Ponape was established by some leading Japanese residents and was opened on June 1, 1927. The subjects taught and the teaching hours per week are the same as at the kindergarten at Palau. The curriculum and the amount of the tuition fee are the same as at the kindergarten at Palau and the established number of children to be admitted is 30.

The kindergarten at Yap was established by Japanese residents in that island and was opened on May 1, 1930, while that at Saipan was also established by Japanese, being opened in July, 1931. The subjects taught and the teaching hours in these two institutions and the tuition fee are the same as in the above-mentioned two kindergartens. The established number of children to be admitted is to be determined before the commencement of each school year.

(c) Private Native School at Ebon.

This school was established by villagers of Ebon Island under the jurisdiction of the Jaluit Branch Bureau for the purpose of providing education for their children, and was opened on November 1, 1927. At first, it was recognised only as a native school, but in April, 1928, it was qualified as a Public School on the revision of its curricula. Accordingly it is the same as a South Seas Bureau Public School in respect of the school course, curricula, the number of teaching hours per week, etc. Two teachers, who are both Christians, are in service, one being a Japanese possessing the qualifications for a regular teacher at a Primary School and the other a native assistant. The Japanese teacher was chosen by the Government authorities and sent to the school. The total number of pupils is 42, including 19 boys and 23 girls.

(d) Mission Schools.

Mission schools belonging to Christian churches are established for the purpose of fostering religious sentiment in the minds of people while they are

still young. The curricula are mainly confined to subjects relating to religion, though some mission schools teach ordinary subjects in addition. But there are no fixed school term, curricula and so forth, and consequently those schools are far from satisfactory as organs of primary education. Though there is some difference according to different schools, generally services and preaching are conducted twice every day (between 6 and 7 o'clock in the morning and 4 and 5 o'clock in the afternoon).

With regard to the help given to pupils, there is no definite system in either the Catholic or Protestant missions. Free meals are not given to children attending school from the neighbourhood, but to children who have come from distant isles and live in boarding-houses, rice, biscuit, bread, fresh pork or canned meat are given free three times daily. Clothing is also supplied free to the children of poor families, with a view to the amelioration of native manners. The Catholic mission schools supply all pupils with free text-books and other necessary articles, but the Protestant Schools confine this favour to children of poor families.

The mission schools existing at the end of April, 1931, were as follows :—

Under jurisdiction of Branch Bureau of:	Denomi- nation	No. of schools	No. of pupils			No. of teachers		
			Boys	Girls	Total	Japanese	Foreign	Natives
Saipan	Catholic	3	274	235	559	—	7	—
Palau	„	1	10	8	18	—	2	—
Truk	Catholic	1	35	40	75	—	2	—
	Protestant	3	34	34	68	1	3	1
Ponape	Protestant	2	73	43	116	2	2	3
Jaluit	Catholic	1	19	8	27	—	1	—
	Protestant	2	153	118	271	1	3	14
Total		13	598	536	1,134	4	20	18

- N.B.—(1) The chief subjects taught are catechism, history of Christianity, and the Bible. A few schools teach geography, arithmetic, physiology, Japanese, English, local dialects, &c.
The school term and the hours of instruction are mostly irregular.
- (2) The Catholic mission schools at Saipan and Palau confine their activities to giving religious instructions to pupils of Public Schools several times a week after school is over.
- (3) The Catholic mission schools at Truk and Jaluit carry on the religious and primary education of children who do not attend Public Schools.
- (4) The mission schools at Truk and Ponape under the management of Protestant missionaries give instruction chiefly in primary education as well as theology. Many of the old boys of these schools become evangelists.

III. Supervision of Schools.

The educational policy in respect to the Primary and Public Schools and the Apprentice-Wookworkers Training School under the South Seas Bureau is evinced in Rules and Instructions issued by the South Seas Bureau, and officials are despatched from time to time to those schools for purposes of inspection and guidance.

With regard to private schools, there are no special rules concerning their supervision but for establishing a private school the founder is required

to obtain permission from the authorities. The South Seas Bureau may, at any time, require necessary reports from private schools or may despatch officials to them for the purpose of inspection. The mission schools now existing in the mandated territory are a means of religious propaganda and are different in character from what are called schools in the Japanese system of education. Accordingly the South Seas Bureau does not exercise any strict supervision over those schools for the present, requiring no more than notices to be filed with the Bureau on their establishment and annual reports to be sent in.

IV. Organizations for Educational Purposes.

(a) Onshi Zaidan Shogaku Kai.

On the occasion of the marriage of the present Emperor of Japan in January, 1924, the late Emperor Taisho graciously made a grant of a sum of 2,000 yen from the privy purse to the South Sea Islands for the encouragement of study among school children in the Islands. In order to meet the Imperial wish, the fund was converted into a legal foundation under the name of "Onshi Zaidan Shogaku Kai" (Imperial Bounty Foundation for the Encouragement of Study) and the South Seas Bureau has been giving it a subsidy of 2,000 yen a year, since 1924. This organization, which has now a fund of 10,000 yen in Government bonds bearing 5 per cent interest and 4,584 yen in cash, has been carrying out the following activities:—

1. Public commendation of exemplary pupils. Pupils of Primary and Public Schools and the Apprentice-Woodworkers Training School who have a good record are publicly commended every year by the presentation of prizes (books for Primary School children, medals for Public School children and clocks for pupils of the Apprentice-Woodworkers Training School).
2. Contributions towards children's libraries. Towards the maintenance of libraries at Primary and Public Schools and the Apprentice-Woodworkers Training School, contributions are made.
3. Publication of a magazine. A magazine called the "Hi no Hikari" (Light of the Sun) is published several times a year and is distributed free among those who have finished the course of the Public School.
4. Scholarships are granted to native school children, who promise in the future to render useful service towards the development of the Islands, in order to enable them to pursue their studies in Japan.
5. Monetary aid to natives desiring to become teachers. Natives who desire to become teachers are assisted in their living by being given allowances while they pursue their studies. At present one native is the recipient of the benefit.

(b) Educational Association of South Sea Islands.

The Nanyo Gunto Kyoiku Kai (Educational Association of the South Sea Islands) has a branch at the site of each Branch Bureau. The Association hopes to promote education in the Islands, relying chiefly on the activities of

its branches. Its expenditure is met from the subscriptions of its members and contributions from the general public. It publishes a bi-monthly organ called "Gunto Kyoiku Kenkyu" (Study of Education in the Islands) for the purpose of promoting education in the Islands and the branches are carrying on the study of various educational problems and are undertaking several activities in the way of social education, some publishing magazine of their own.

superintendent over these schools for the present, regarding no more than reports to be filed with the Bureau on their establishment and annual reports to be sent in at the end of each year.

17. Organizations for Educational Purposes: These include the Nanyo Guntō Kyoiku Kai (Educational Association of the South Sea Islands) and the Nanyo Guntō Kyoiku Kenkyu Kai (Study of Education in the Islands).

(a) Nanyo Guntō Kyoiku Kai (Educational Association of the South Sea Islands): This organization was established in 1921 with the purpose of promoting education in the Islands and of undertaking various activities in the way of social education.

On the occasion of the marriage of the present Emperor of Japan in January, 1924, the late Emperor Taishō graciously made a grant of a sum of 2,000 yen from the privy purse to the South Sea Islands for the encouragement of study among school children in the Islands. In order to meet the Imperial wish, the Kai was converted into a legal foundation under the name of "Nanyo Guntō Kyoiku Kai" (Imperial Bounty Foundation for the Education of the South Sea Islands).

The Kai has been giving it a subsidy of 2,000 yen a year since 1924. This organization, which has now a fund of 10,000 yen in Government bonds bearing 5 per cent interest and 4,584 yen in cash, has been carrying out the following activities:

1. Public commemoration of exemplary pupils of Primary and Public Schools and the Apprentice-Workmen Training School who have a good record and publicly commended every year by the presentation of prizes (books for Primary School children, models for Public School children and clocks for pupils of the Apprentice-Workmen Training School).

2. Contributions towards children's literature. Towards the maintenance of libraries at Primary and Public Schools and the Apprentice-Workmen Training School contributions are made.

3. Publication of a magazine. A magazine called "Iri no Hikari" (Light of the Sun) is published every three years and is distributed free among those who have finished the course of the Public School.

4. Scholarships are granted to native school children who promise in the future to render useful service towards the development of the Islands in order to enable them to pursue their studies in Japan.

5. Monetary aid to natives desiring to become teachers. Natives who desire to become teachers are assisted in their living by being given allowances while they pursue their studies. At present one native is the recipient of the benefit.

(b) Educational Association of South Sea Islands: The Nanyo Guntō Kyoiku Kai (Educational Association of the South Sea Islands) has a branch at the site of each Branch Bureau. The Association hopes to promote education in the Islands, relying chiefly on the activities of

CHAPTER V.

Religion.

I. General Remarks.

In the mandated territory the propagation of and belief in any religion is entirely free, and no restriction whatever is placed thereon, no matter whether the persons concerned are Japanese, foreigners or natives, as long as it does not prejudice the public peace or good morals. As a matter of fact, since the inauguration of the mandatory administration no instance of any prohibition or restriction on account of prejudice to the public peace or good morals has occurred in the territory.

Hitherto the mandated territory had no regulations concerning religion with the result that reporting to the authorities by persons engaged in the propagation of religion, application for permission for the establishment of preaching stations and so forth were done in several ways. In order to unify these matters, the Government enacted Rules for Religious Propagation in August, 1931. In these Rules religion is defined to be Shintoism, Buddhism and Christianity and a person desiring to engage in the propagation of religion is required to report to the Director of the South Seas Bureau by presenting a statement of the religion he or she desires to propagate and the method he or she proposes to take for so doing. A person desiring to establish a temple, a church, a preaching station or a similar other institute is required to ask for and obtain recognition by the Director of the South Seas Bureau, by presenting a statement of (1) the reason for its establishment, (2) the duration of time in which its establishment is to be completed, (3) its name, whereabouts and matters concerning its site and building, (4) the religion to be propagated there, (5) the method of its management and maintenance and (6) in case a person is to be appointed thereto to engage in the propagation work his or her qualification as such and the method for choosing the person. A person proposing to establish a school or start similar work for the purpose of propagating religion is required to report to the Director of the South Seas Bureau by presenting a statement of (1) its name, whereabouts and important matters concerning its site and building, (2) rules and (3) the method for its management and maintenance. As for the number of believers belonging to a temple, a church or a preaching station, or that of the pupils and teachers of a religious school, its founder or manager is required to report it to the Director of the South Seas Bureau at the end of April every year. In case any change is introduced into a matter which has been reported to or recognised by the authorities, it is required to be reported to or be recognised. (Vide "Rules for Religious Propagation" in Chapter IV of the appended "Laws and Regulations") As for persons who were engaged in the propagation of religion prior to the enforcement of the rules referred to, they were required to report as above mentioned within three months, and as for temples, churches and preaching stations, which were already in use, persons managing them

were required to report concerning matters which as above mentioned required official recognition, and thereupon they were regarded as having obtained the official recognition.

II. Situation of Religious Propagation.

During the Spanish and German regimes, owing to the zealous evangelistic work carried on by Christian missionaries, many natives embraced Christianity, with the result that it is no exaggeration to say that to-day the religion believed in by the natives is exclusively Christianity.

Since long ago, missionaries belonging to the American Board had resided in the Marshall Group and Kusaie and engaged in the propagation of their faith among the inhabitants of these islands, but during the Great War all Christian missionaries withdrew themselves from other islands and religious work thitherto carried on by them was suspended. The Japanese Government, however, recognizing religion to be a powerful factor in the elevation of the morality of the natives and in the improvement of their manners, suggested to the Congregational Church of Japan, in 1920, the formation of a mission for the propagation of Christianity in the South Sea Islands. In response to this suggestion, the Church despatched evangelists to Truk and Ponape in the same year and began evangelistic work among the natives. About the same time, there was a plan on foot in the Catholic Church to send missionaries to the Islands and the Government offered it every possible facility. So, since 1921, Spanish priests have been coming to the Islands to open stations and propagate their faith in various islands.

Further, several missionaries belonging to the Liebenzeller denomination of Protestantism, who were engaged in evangelistic work under the German regime, arrived in the territory again in 1927 and are at work in Truk and Palau.

The East Hongwanji of Kyoto established a mission station in Saipan in 1919 and another in Palau in 1926 for the benefit of Japanese believers. The Tenrikyo, a denomination of Shinto, established a church at Palau and commenced the propagation of its creed in 1929.

III. Numbers of Churches, Missionaries and Believers.

The following table shows the respective numbers of churches, missionaries and believers as they existed at the end of April, 1931:—

Under jurisdiction of Branch Bureau of	Denomination	Churches	Preaching stations	Missionaries	Coadjutors	Native evangelists	Believers			
							Japanese	Foreigners	Natives	Total
Saipan	Catholic	3	—	3	9	—	55	—	3,547	3,602
	Buddhist	1	—	1	—	—	1,560	—	—	1,560
Yap	Catholic	1	—	1	1	—	1	3	1,766	1,770
Palau	Catholic	1	5	2	1	—	—	2	1,881	1,883
	Protestant	1	—	2	—	1	—	—	12	12
	Buddhist	1	—	1	—	—	440	—	600	1,040
Truk	Tenrikyo Sect of Shintoism	2	—	3	—	—	15	—	203	218
	Catholic	5	23	5	6	20	—	1	4,804	4,805
	Protestant (Japanese Congregational Church)	6	42	9	—	47	11	2	6,269	6,282
Ponape	Catholic	3	2	3	9	—	—	—	2,663	2,663
	Protestant (Japanese and American Congregational Churches)	3	15	4	—	29	4	—	3,738	3,742
Jaluit	Catholic	1	—	1	1	—	1	—	655	656
	Protestant (American Board)	2	69	4	—	39	3	6	5,638	5,697
Total	Catholic	14	30	15	27	20	57	6	15,316	15,379
	Protestant	12	126	19	—	116	18	8	15,707	15,733
	Buddhist	2	—	2	—	—	2,000	—	600	2,600
	Tenrikyo	2	—	3	—	—	15	—	203	218
Total		30	156	39	27	136	2,090	14	31,826	33,930

N.B.—5 of the 9 coadjutors at Saipan and 3 of the 6 coadjutors at Ponape are nuns.

IV. Nationalities and Sexes of Missionaries.

The nationalities of missionaries at work at the end of April, 1931, and their sexes were as follows:—

Religion	Nationality	Missionaries		Coadjutor		Total		Aggregate total
		Male	Female	Male	Female	Male	Female	
Catholicism	Spanish	14	—	19	8	33	8	41
	Colombian	1	—	—	—	1	—	1
Protestantism	Japanese	5	—	—	—	5	—	5
	German	3	7	—	—	3	7	10
	Swiss	1	—	—	—	1	—	1
	American	1	1	—	—	1	1	2
	Australian	1	—	—	—	1	—	1
Buddhism	Japanese	2	—	—	—	2	—	2
Shintoism	Japanese	2	1	—	—	2	1	3
Total		30	9	19	8	49	17	66

N.B.—The 3 male and 7 female German missionaries and 1 Swiss male missionary belong to the Liebenzeller denomination of German Protestantism and were engaged in missionary work in the Islands during the German regime. In February, 1927, they returned to the Islands to work again as members of the South Seas Mission organized by the Japanese Congregational Church.

V. Subsidies to Missions.

The Japanese Government is affording subsidies to such missions as it considers to be in need of help. The subsidies given during 1931 totalled 30,700 yen, including 23,000 yen to the South Seas Mission of Japan, 7,000 yen to the Roman Catholic Mission and 700 yen to the Buddhist Mission of the East Hongwanji.

N.B.—The Japanese Government provides no fixed standard for granting subsidies to religious organizations. They are granted to such of them as are considered deserved by the Director of the South Seas Bureau after inquiries into their financial condition. Accordingly their amounts are various.

Missions	1931		1930		1929		Total	
	Yen	Pesos	Yen	Pesos	Yen	Pesos	Yen	Pesos
South Seas Mission of Japan	23,000		23,000		23,000		69,000	
Roman Catholic Mission	7,000		7,000		7,000		21,000	
Buddhist Mission of the East Hongwanji	700		700		700		2,100	
Total	30,700		30,700		30,700		92,100	

CHAPTER VI.

Industry.

I. General Remarks.

The chief products of the mandated territory are phosphate, copra, sugar, alcohol, dried bonito and nilotic-top shells. In order to contribute towards the development and improvement of productive industry, the South Seas Bureau has been giving grants-in-aid to various branches thereof. It established and maintains an Industrial Experimental Station and a Marine Products Experimental Station, where experiments and investigation concerning agriculture, stock-farming and forestry and marine products are being carried on respectively. Investigation concerning the exploitation of palm forests is also being carried on.

II. Industrial Experimental Station.

(a) Functions, Organization and Staff of the Station.

The Industrial Experimental Station conducts, under the direction of the Director of the South Seas Bureau, investigations, experiments, analysis, testimony, instruction and lecturing concerning agricultural and forest products as well as livestock. Since it was established in Korrör Island, Palau, in April, 1922, the South Seas Bureau has been improving and augmenting its equipment year by year. In 1926 it established a Branch Station in Ponape, and in 1930 another in Saipan, appointing thereto experts, assistant experts and other necessary personnel. At the former investigations and experiments on agriculture in general are chiefly carried on and at the latter those on sugar industry. (Vide "Regulations for the Organization of the Industrial Experimental Station of the South Seas Bureau" in Chapter I of the appended "Laws and Regulations")

The Industrial Experimental Station contains four departments, namely, the Agricultural, Live-stock, Dendrological, and Miscellaneous Departments, the Agricultural Department further embracing three Sections, the Seeds Section, the Diseases and Insects Section, and the Agricultural Chemistry Section.

The staff of the Station consisted of the following members at the end of June, 1930:—

	Experts of sonin rank	Assistant experts and clerks of hannin rank	Technical employees	Clerical employees	Total
Main Station	2	5	5	2	14
Ponape Branch Station.....	1	1	2	1	5
Saipan Branch Station	1	2	2	—	5
Total	4	8	9	3	24

N.B.—Besides those mentioned in the above table several officials of the South Seas Bureau are in supernumerary service at the Station.

(d) Outline of the Work.

Owing to its comparatively recent establishment, it is impossible to give exact and definite results of the work carried on at the Station. An outline, however, may be given as follows:—

Experiments and investigations have been carried out regarding over fifty species of the agricultural crops of the torrid zone, and on those which have been found to suit the land both in growth and yield (upland rice, sweet potatoes, pine-apple, millet, beans, peanuts, taro potatoes, tobacco, cotton, cocoa, coffee, etc.) further experiments and investigations have been made in regard to their species, cultivation and fertilization. Experiments and investigations have also been carried out concerning the extermination and prevention of the diseases and insects which affect agricultural crops. Fair success has been obtained in the extermination of scale-insects. Again, as a result of investigation made into the components of the soil as well as of experiments in fertilization, it has been found that in the Island of Palau potassium is remarkably effective as a fertilizer. Further, research work is being continued regarding the preservation and improvement of the productive power of land and the manufacture of agricultural products, particularly the tinning of pine-apples and the manufacture of starch from tapioka.

In forestry, teak, Ceylon cinnamon, ironwood, rosewood, mahogany, acacia, etc., have been found to be promising trees for afforestation purposes. Investigations and experiments are also being made as regards the method of drying copra, the prevention of the decomposition of timber, the contraction of disinfected timber, etc. Again in March, 1928, a plot of ground, 20 *cho* in area, was chosen and opened in Babeldaob Island in the Palau Group, for carrying on experimental afforestation with valuable trees and useful trees.

In stock-farming, the Berkshire breed of pigs and white Leghorns and the Nagoya breed of poultry have been found suitable, while with regard to cattle the Holstein breed seems to give some promise of becoming well acclimatized. Research work is in progress for improving native breed at Saipan.

At the end of 1927 four Japanese farmers and their families were invited to settle at a place reserved for establishing a settlement in the village of Airai on Babeldaob Island of the Palau Group. They are under the supervision of the Industrial Experimental Station and are for carrying on investigation of methods of management and economic conditions of agricultural industry.

At the Ponape Branch Station, established in 1926, experiments are being carried out, chiefly in the cultivation of rice and medicinal plants. At the Branch Station newly established in Saipan in 1930, experiments on sugar industry are being chiefly carried out.

(c) Expenditure.

The Budget Estimates and Settled Accounts for the Industrial Experimental Station are as follows:—

Item	Estimates					Increase or decrease (decrease marked with *)	Settled accounts for 1930
	1931						
	Main station	Saipan branch station	Ponape branch station	Total	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	24,578	11,102	8,728	44,408	47,040	*2,632	42,766
Office expenses	18,812	6,699	7,440	32,951	32,378	573	36,662
Articles purchased ...	1,618	435	435	2,488	2,040	448	2,505
Communications and transport	364	210	130	704	960	* 256	933
Repairs	2,655	1,108	989	4,752	4,752	—	1,175
Travelling expenses...	4,420	1,800	1,540	7,760	7,760	—	9,348
Wages and allowances to employees	9,560	3,076	4,276	16,912	16,560	352	22,563
Clothing	20	20	20	60	66	*6	21
Miscellaneous	175	50	50	275	240	35	114
Undertakings expenses .	55,147	11,863	14,060	81,070	83,220	*2,150	77,133
Enlargement of office buildings	1,520	13,228	3,363	18,111	19,525	*1,414	20,310
Total	100,057	42,892	33,591	176,540	182,163	*5,623	176,872

N.B.—Amounts not exceeding 1 yen are omitted.

III. Agriculture.

(a) General Remarks.

The agricultural industry carried on by natives is in a very primitive state. They have no system of cultivation, growing extensively only a few crops such as tapioca, taro potatoes and yam potatoes by rotation. Though the most part of the best situated and really fertile tracts of land belong to natives, the greater portion of such land still remains undeveloped. If they were more enlightened in agricultural knowledge and taught advanced methods of cultivation, their prosperity would be remarkably advanced. With this in view, since the Islands came under Japanese administration, the authorities have been endeavouring in various ways to instruct and lead them in this respect, but their efforts so far have been rewarded with lamentably poor success. This is due to the bounty of nature, which frees them from the necessity of making any great efforts to obtain a livelihood, as well as to the traditional idea prevailing among them that farming is work for women, which makes them indolent and indifferent towards agriculture.

(b) Arable Land.

The total area of the mandated territory is about 2,149 square kilometres or about 220,000 hectares. One-third of this area or about 70,000 hectares is estimated to be fit for cultivation for the growth of palm-trees. About 13,000 hectares and about 29,000 hectares have already been turned into arable land

and palm groves respectively, and still there remain about 28,000 hectares of land for the future exploitation.

The area of arable land (already cultivated) as it stood at the end of June, 1931, was as follows:—

District	Area Hectare
Saipan.....	10,445
Palau	404
Yap	1,504
Truk	264
Ponape	478
Jaluit	334
Total	13,429

N.B.—The above table does not include the area of palm forests.

(c) Agricultural Products.

(1) General Remarks.—Sugar cane is the most important item of agricultural products. Taro potatoes, yam potatoes, corn, tapioca, bananas, papaya, pine-apples, etc. are also produced, but all of them are consumed in the Islands and are not worth special mention. Some Japanese residents grow sweet potatoes, taro potatoes, a few varieties of vegetables, coffee, etc., but not to any noteworthy amount.

(2) Sugar cane.—The total area of sugar plantations in about 1916 was only about 20 hectares. This increased in 1919 to about 459 hectares and gradually increased year by year to 6,721 hectares in 1930–31.

In 1919, there were two sugar manufacturing companies working eight factories, but as a result of the great changes which took place in the financial world after the war, these two concerns found it difficult to continue their business. Accordingly in 1922 a new company called Nan-yo Kohatsu Kabushiki Kaisha (South Seas Development Company, Ltd.) was established, with a capital of 3,000,000 yen which purchased the interests of the above-mentioned two companies. Subsequently, in 1930, the company increased its capital to 7,000,000 yen.

At present the sugar industry is carried on in Saipan and Tinian, and the cultivation of sugar cane is mostly confined to the same islands, the product of the other islands being small and almost entirely consumed locally.

The factory in Tinian commenced the manufacture of sugar in 1930. It has the capacity to pass through the mill 1200 tons of raw material. The factory at Saipan has also the same capacity, so that 2400 tons are dealt with at the two factories.

In September, 1922, the South Seas Bureau promulgated the “Rules for the Sugar Industry.” These Rules provide that persons desiring to undertake the manufacture of sugar shall obtain permission therefor from the Director of the South Seas Bureau, and that if and when the Director has accorded it, and in case it is considered necessary, he may specify a district as a source of supply of sugar cane. Sugar cane grown within such a district is to be sold to the manufacturer carrying on the industry in the district, and the manufacturer is to purchase it within a certain period appointed by the Director. In case he does not complete the purchase of the material within

the appointed period, the Director may order the manufacture to pay compensation to the producer for the losses thereby incurred by the latter. It is also provided, in order to prevent a manufacturer from purchasing sugar cane from a producer at unfair prices, that the manufacturer shall obtain the approval of the Director for the prices to be paid by him for the sugar cane grown in the district specified as his source of supply. (Vide "Rules for the Sugar Industry" in Chapter IX of the appended "Laws and Regulations")

For the further encouragement of the sugar industry, the South Seas Bureau also promulgated in October, 1922, the "Rules for the Encouragement of the Sugar Industry," by virtue of which the Director of the South Seas Bureau may grant subsidies to manufacturers of sugar and producers of sugar cane whom he considers deserve them. The subsidies are granted in the following cases and to the following amount (Vide "Rules for the Encouragement of the Sugar Industry" in Chapter IX of the appended "Laws and Regulations") :—

1. When seedlings of sugar cane are imported for the purpose of improving species :—an amount not exceeding the total expenditure defrayed for importation.
2. When sugar cane of the species and quantity specified by the Director of the South Seas Bureau is newly planted on land of above one *cho* in area :—an amount not exceeding 30 yen per hectare.
3. When more than one *cho* of land is cleared in a year for the plantation of sugar cane :—an amount not exceeding 30 yen per *cho*.
4. When sugar of the quality and quantity specified by the Director of the South Seas Bureau is manufactured and exported to places other than the other parts of the South Sea Islands :—an amount not exceeding one yen per 100 pounds (60 kilograms).
5. When a nursery for sugar cane recognized by the Director of the South Seas Bureau as suitable is established :—an amount not exceeding 100 yen per *cho*.
6. When a green fertilizer of a species specified by the Director of the South Seas Bureau is planted on more than 5 *tan* of sugar plantation lying fallow :—an amount not exceeding 75 sen per *tan*.

N.B.—1 *cho* is equal to 1 hectare, 5 *tan* to $\frac{1}{2}$ hectare and 1 *tan* to $\frac{1}{10}$ hectare.

Since the fiscal year 1927, the following amounts of subsidies have been granted :—

Year	No. of persons			Amount of subsidies granted		
	Japanese	Natives	Total	Japanese yen	Natives yen	Total yen
1927	515	31	546	234,468	1,462	235,930
1928	784	33	817	255,890	1,465	257,355
1929	1,121	27	1,148	513,664	1,266	514,930
1930	1,205	9	1,214	492,351	459	492,810

Classified according to enterprises as follows:—

Item	1927	1928	1929	1930
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Opening of new plantations	26,695	37,602	80,465	66,910
Reclamation of land	6,785	36,330	25,508	33,072
Export of sugar	196,539	181,009	226,405	386,480
Establishment of nursery	5,910	2,412	3,973	6,348
Planting of green fertilizer	—	—	578	—
Establishment of sugar factory.....	—	—	178,000	—
Total	235,930	257,355	514,930	49,810

(3) Vegetables.—Hitherto vegetables have been grown but very poor both in quantity and quality. In order to increase their production and improve the quality the Government has, since 1924, been making grants-in-aid and distributing seeds without charge. In 1930 some natives of Saipan, who attended a short term agricultural class, having jointly started the cultivation of vegetables, the authorities made a grant-in-aid to them and also similarly assisted a guild of Japanese farmers cultivating vegetables under the jurisdiction of Jaluit Branch Bureau.

The following table shows the amounts of grants-in-aid made and expenses defrayed for the purchase of seeds and tools since 1927:—

	1927		1928		1929		1930	
	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>
Japanese	17	1,932	19	2,076	17	2,479	383	1,958
Natives	2	49	1	48	1	52	7	387
Expenses for purchase of seeds and tools	—	497	—	538	—	448	—	137
Total	19	2,478	20	2,663	18	2,980	390	2,482

N.B.—Seeds and tools are given gratis in kind to Japanese and natives, without discrimination, whom the Chief of the Branch Bureau considers deserve them.

(4) Coffee.—Coffee suits the climate and soil of the Islands and it has long been grown there. But the produce was not large in quantity and was chiefly consumed at home. Recently many Japanese have started its cultivation in Saipan with a good prospect of making a fair profit if the work be afforded encouragement. Accordingly the Government, since 1927, has made grants-in-aid of the following amounts and in the following cases, to cultivators of coffee:—

- An amount not exceeding 6 yen per *tan* (about one-tenth of 1 hectare) in case land more than 1 *tan* in area is reclaimed for the purpose of growing coffee thereon.
- An amount not exceeding 2 yen per *tan* in case coffee is planted on land of more than 1 *tan* in area.
- An amount not exceeding 12 yen per *se* (about one-hundredth of 1 hectare) towards expenses for buying coffee seeds and seedlings respectively when more than 1 *se* of land is put under cultivation.
- In case an expert considered fit by the authorities is employed, 50 per cent or less of his salary within the limit of the estimates therefor.

- (e) In case an equipment considered good by the authorities for manufacturing coffee is installed, within the limit of 20 per cent of the expenditure needed for that purpose within the limit of the estimate therefor.

The grants-in-aid given since 1927 were as follows:—

	1927		1928		1929		1930	
	No. of persons	Amount	No. of persons	Amount	No. of persons	Amount	No. of persons	Amount
		<i>yen</i>		<i>yen</i>		<i>yen</i>		<i>yen</i>
Japanese	21	4,369	20	3,378	—	—	2	2,514
Natives.....	—	—	22	410	9	86	—	—
Total	21	4,369	42	3,788	9	86	2	2,514

N.B.—The grant-in-aid made in 1930 is one given to a coffee manufacturing company in Saipan for equipment.

IV. Marine Products.

(a) General Remarks.

The noteworthy branches of fishery have hitherto been the collection of sea-slugs, nilotic-top shells and tortoise shell, and in recent years bonito and tunny fishing has been commenced. Some natives and Japanese catch other fish and collect other shells for their own consumption, but what they obtain is scarcely worth noticing.

Nilotic-top shells are collected chiefly in Palau and Yap, and tortoise shell, chiefly in Palau, Yap, Truk, and Ponape but sea-slugs are collected in every island. The fishing of bonito and tunny is carried on in the seas of Palau, Saipan and Truk.

In Palau and Ponape, some have been carrying on the culture of the pearl oyster. In Ponape the enterprise has ended in failure owing to the technical mistake, but in Palau the industry has made very satisfactory progress and since 1925 pearls have been collected.

In 1916 the "Rules for the Fishing Industry in the South Sea Islands" were promulgated. In these rules it is provided that as a rule persons desiring to engage in the industry shall obtain permission from the authorities, but fisheries recognized by local inhabitants (natives) and usage are allowed to continue without going through such a procedure. (Vide "Rules for the Fishing Industry in the South Sea Islands" in Chapter IX of the appended "Laws and Regulations") It is also provided, for the purpose of assuring the proper multiplication of nilotic-top shells, pearl oysters and tortoises, that they shall not be taken at other times than the specified periods.

With regard to the acquisition of the fishery rights, no discrimination is made between natives, Japanese and foreigners; all persons who have obtained permission being free to engage in that occupation. The number of persons who were engaged in July, 1931 in fishing with such permission is as follows:—

Under jurisdiction of Branch Bureau of:	Fishing with fixed nets	Artificial rearing of fish	Collecting of tortoise shells	Collecting of nilotic-top shells	Miscellaneous fishing	Collecting of sea-slugs	Total
Saipan.....	—	—	—	—	27	1	28
Yap.....	—	—	1	2	1	2	6
Palau	1	1	1	3	23	2	31
Truk	1	—	3	—	22	1	27
Ponape	—	1	—	—	2	5	8
Jaluit	—	—	—	—	6	—	6
Total	2	2	5	5	81	11	106

(b) Encouragement of the Marine Products Industry.

In 1922, the "Rules for the Encouragement of the Marine Products Industry" were promulgated. By virtue of these Rules the Director of the South Seas Bureau is empowered to grant subsidies to persons considered suitable, to meet the undermentioned items of expenditure and also to grant bounties to persons engaged in fishery or in the manufacture of marine products designated by him, who have caught fish or taken shells or exported manufactured marine products more than the specified quantity. (Vide "Rules for the Encouragement of the Marine Products Industry" in Chapter IX of the appended "Laws and Regulations")

1. Expenses necessary for the purchase of fishing implements and boats.
2. Expenses necessary for engaging technical experts.
3. Expenses necessary for equipment for the manufacture of marine products.

In accordance with the above mentioned provisions, subsidies have been granted as follows:—

	1927		1928		1929		1930	
	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>	No. of persons	Amount <i>yen</i>
Japanese	7	4,155	4	4,112	7	3,844	10	4,245
Natives	5	590	—	—	3	600	3	900
Total	12	4,745	4	4,112	10	4,444	13	5,145

(c) Scientific Investigation of Marine Products.

In view of the fact that though the land in the mandated territory is small in area, there is a wide stretch of sea, the authorities have drawn up a plan for the conduct of investigations into the subjects of marine products and commenced the work in 1924.

The investigations are being made with regard to (1) fishing enterprise requiring a large capital and (2) the fishing industry of individual resident fishermen. A general preliminary investigation will at first be made throughout the territory and after it is finished a second investigation will be initiated on the basis of the first.

The subjects of investigation are (1) fishing in general (2) artificial breeding (3) oceanographical investigation and (4) the manufacture of marine products.

The investigation has hitherto been pursued in the districts under the jurisdiction of the Saipan, Palau and Ponape Branch Bureaux. So far only part of the work has been completed at Saipan, and though the general condition of the fishing industry in the adjacent seas of Palau and Ponape has been investigated, there still remains the necessity of carrying on the investi-

gation in detail. At present two small vessels, each of ten tons and twenty horse-power, are being used for the work in the adjacent seas of Palau and Truk, in addition to investigation concerning artificial breeding being carried on at Palau. Further a large vessel of 182 tons and 320 horse-power having been built in 1930, she is being employed for the purpose of investigating the products of the surrounding tropical seas of wider range.

Furthermore for the purpose of conducting experiments and investigation in the manufacture of such marine products, as dried bonito, dried tunny, tinning tunny (boiled in water and in oil) and the meat of green turtles, a factory was established at Palau in 1930, and a Marine Products Experimental Station was established in 1931 to take charge of the above-mentioned works.

The budget estimates and settled accounts for the scientific investigation of marine products are as follows:—

	Estimates			Settled accounts 1930
	1931	1930	Increase or decrease (decrease marked with *)	
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	14,180	11,760	2,420	10,680
Office expenses	47,974	31,836	16,138	26,328
Investigation expenses.....	45,457	25,945	19,512	23,015
Purchase of vessel	—	175,300	*175,300	173,450
Establishment of factory	—	7,200	* 7,200	5,194
Establishment of the Marine Pro- ducts Experimental Station	19,200	—	19,200	—
Establishment of a Ship Repair Works	7,500	—	7,500	—
Total	134,311	252,041	*117,730	238,667

(d) Marine Products.

The following tables show the respective quantities of marine products obtained and values of manufactures thereof during 1930:—

Marine Products	Saipan	Yap	Palau	Truk	Ponape	Jaluit	Total
Fish	{kgr. 297,938 yen 68,431	51,427 11,351	314,325 40,011	932,916 268,709	27,926 10,982	45,338 13,656	1,719,870 413,140
Nilotic-top shell	{kgr. — yen —	28,182 5,261	103,481 49,136	— —	— —	— —	131,663 54,397
Sea-slug	{kgr. 5,700 yen 608	8,172 272	90,630 1,307	32,040 427	8,355 6,256	— —	144,897 8,870
Tortoise shell	{kgr. 15 yen 204	11 132	200 1,650	— —	51 453	— —	277 2,439
Others	{kgr. — yen 1,055	— 6,555	— 1,950	— —	— 50	— 45	— 9,655
Total	yen 70,298	23,571	94,051	269,136	17,741	13,701	488,501
Manufactured Marine Products							
Dried sea-slug	{kgr. 1,140 yen 1,520	409 272	25,570 11,061	1,602 1,349	2,557 2,728	— —	31,278 16,930
Dreid bonito and other dried fish	{kgr. 13,766 yen 21,680	— —	47,184 60,999	243,634 379,888	1,200 992	— —	305,784 463,559
Pearl	{No. — yen —	— —	4,456 22,280	— —	— —	— —	4,456 22,280
Others	{No. — yen 530	— —	— —	— 3,531	— —	— —	— 4,061
Total	yen 23,730	272	94,340	384,768	3,720	—	506,830

N. B.—In the above two tables, “Others” under “Marine Products,” include pearl oyster, green turtle, etc. and “Others” under “Manufactured Marine Products” include shark’s fins, dried shell-fish, smoked fish, etc.

V. Forestry.

(a) General Remarks.

As the Islands are small in area, there are no forestry enterprises systematically undertaken, and no regulations have as yet been enacted concerning forestry, which is carried on in conformity with usage.

Timber trees in the Islands are *sonneratia acida*, *calophyllum inophyllum*, *terminalia catappa*, *pterocarpus indicus*, *intsia bijuga*, *serianthes grandiflora*, *kurogaki* and *elacocarpus* sp.

As regards fruit trees, *artocarpus incisa*, *cocos nucifers*, *bocoa edulis*, *anona muricata*, *pangium edule* and *mangifera indica* may be mentioned, while trees yielding fibre are *pandanus* sp., *cocos nucifera*, *artocarpus incisa* and *hibiscus tibiaceus*. Except *cocos nucifera*, however, these trees are not found in such large numbers as to merit special mention.

(b) Coco-nut palms.

Coco-nut palms have been planted throughout the Islands for many years. They grow very well and the copra obtained from them is not only the chief forest product and one of the most important articles of export, but constitutes an indispensable item of the daily diet of the natives.

Area of palm forests existing at the end of June, 1931, is given below classified according to the districts under different Branch Bureaux.

	hectares
Saipan.....	2,377
Yap	3,345
Palau	1,416
Truk	4,066
Ponape	6,211
Jaluit	11,812
Total	29,227

The South Seas Bureau promulgated in September, 1922, the "Rules for the Encouragement of the Cultivation of Coco-nut Palms," providing for the granting of subsidies to persons planting new trees or improving palm forests. The undermentioned subsidies are granted in the following cases:—

- (a) In case new trees have been planted between 100 and 200 in number on land covering more than one *cho* (which equals one hectare):—an amount not exceeding 20 yen per *cho*.
- (b) In case a palm forest containing between 100 and 200 trees per *cho*, is thinned out or improved or cleared of weeds and undergrowth:—an amount not exceeding 10 yen per *cho*.
- (c) In case an establishment for drying copra is erected, an amount not exceeding one-fourth of the expenditure needed.

N. B.—Clause (c) was added in 1931.

The following amounts of subsidies have been granted since 1927:—

	1927		1928		1929		1930	
	No. of	Amount	No. of	Amount	No. of	Amount	No. of	Amount
	persons	<i>yen</i>	persons	<i>yen</i>	persons	<i>yen</i>	persons	<i>yen</i>
Japanese	4	182	2	220	11	1,041	9	2,365
Natives	80	6,126	71	4,065	39	3,592	119	2,805
Total	84	6,308	73	4,285	50	4,633	128	5,170

Classified according to Branch Bureaux, the above-mentioned subsidies have been granted as shown in the following table:—

	1927			1928			1929			1930		
	New trees planted	Im-proved	Total	New trees planted	Im-proved	Total	New trees planted	Im-proved	Total	New trees planted	Im-proved	Total
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Saipan	—	—	—	—	—	—	531	—	531	895	—	895
Yap	—	818	818	—	360	360	—	—	—	300	—	300
Palau	520	800	1,320	185	—	185	482	—	482	800	100	900
Truk	468	382	850	500	100	600	250	130	380	120	375	495
Ponape	2,260	—	2,260	1,790	450	2,240	2,210	300	2,510	1,980	—	1,980
Jaluit	200	860	1,060	200	700	900	280	450	730	300	300	600
Total	3,448	2,860	6,308	2,675	1,610	4,285	3,753	880	4,633	4,395	775	5,170

The Government is the owner of palm forests in various parts of the Islands, their total area being estimated at more than 2,800 *cho*, but no exact survey has yet been made. In order to survey and overhaul them and establish exemplary methods of management so that the people may follow after, an official in charge was appointed in 1927 and the survey was completed in Ponape and Yap and is being effected in Saipan since June, 1930.

According to the survey so far made, the palm forests in Ponape are from 10 to 40 years old and are mediocre in quality, those which have been left without care presenting the features of coppice-wood. The palm forests in the district governed by the Yap Branch Bureau, standing as they do on small islands scattered over a vast expanse of water, are generally inferior in quality. In addition, intensive work being neglected the quantity of copra which can be collected is small in proportion to the total area. The following figures show the result of the survey.

	No. of forest	Area			Annual product of copra
		Palm forest cared for	Palm forest uncared for	Total	
		Hectares	Hectares	Hectares	Tons
Ponape	90	148	294	442	132
Yap	62	466	156	622	130
Total	152	614	450	1,064	262

ESTIMATED EXPENDITURE AND SETTLED ACCOUNTS FOR THE SURVEY.

Item	Estimates		Increase or decrease (decrease marked with *)	Settled Accounts 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	2,374	2,420	* 46	2,262
Office expenses	5,150	4,440	710	4,301
Expenses for survey	3,900	3,974	* 74	3,253
Total	11,424	10,834	590	9,816

VI. Stock-farming.

The Islands being small in area with few streams and marshes, nothing worthy of being called stock-farming is carried on anywhere in the Islands. The principal domestic animals kept in the Islands at present are cattle, pigs, goats and hens. These animals have been kept by natives since early times and with the exception of cattle are bred in nearly all the Islands. With the object of improving the breed and multiplying domestic animals, the South Seas Bureau issued in September, 1922, the "Rules for the Encouragement of Stock-farming." By virtue of these Rules, persons keeping domestic animals and endeavouring to multiply them may be granted subsidies according to the following classification. (Vide "Rules for the Encouragement of Stock-farming" in Chapter IX of the appended "Laws and Regulations")

1. In case two or more cattle are kept for breeding purposes, an amount not exceeding 45 yen per head.
2. In case four or more pigs are kept for breeding purposes, an amount not exceeding 20 yen per head.
3. In case two or more calves or ten or more young pigs have been bred, an amount not exceeding 10 yen per calf or an amount not exceeding 3 yen per young pig.

During 1929 steps were taken in the district under the jurisdiction of the Saipan Branch Bureau to improve the breed by lending gratis two government-owned bulls for breeding and by subsidizing their up-keep.

The following subsidies have been granted since 1927:—

	1927		1928		1929		1930	
	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen
Japanese	38	991	2	133	11	551	13	1,180
Natives	14	450	8	340	13	356	13	364
Purchase of bulls for breeding...	—	—	—	—	—	815	—	440
Total	52	1,441	10	473	24	1,722	26	1,984

VII. Mining Industry.

(a) General Remarks.

The mining product which is obtainable in the Islands and is worthy of notice, is phosphate. Sulphur and manganese are found but only in small quantities, and are scarcely worth mentioning. The mining industry in the Islands is to be undertaken in accordance with the "South Sea Islands Mining Regulations" promulgated in 1916. These Regulations provide that persons desiring to undertake mining enterprises are to apply for and obtain permission from the Director of the South Seas Bureau, and that any person irrespective of nationality may obtain mining rights. A person intending to undertake mining operations may enter on land, the property of other persons, and make surveys or investigations thereof or make use of it after obtaining permission from the Chief of the competent Branch Bureau. In that case he

must pay rent to the owner of the land and pay compensation for all damage sustained.

The Chief of the competent Branch Bureau may, with the permission of Director of the South Seas Bureau, issue the necessary rule for the safeguarding of the public welfare and deposits of minerals.

In case a miner has been injured, fallen ill or been killed in the execution of his duties, otherwise than by his own negligence, the person undertaking the mining operations is under an obligation to support him or his bereaved family. He is also under an obligation to pay a certain mining tax. (Vide "South Sea Islands Mining Regulations" in Chapter IX of the appended "Laws and Regulations")

Phosphate is mostly found in Angaur. It also exists in Feys, Pelilu and Togobai, but the quantity of phosphate they contain is small. At present one person holds permission to work phosphate mines in Togobai in compliance with the above-mentioned Regulations. The total quantity of phosphate therein contained is estimated at 120,000 tons. Work is expected to be shortly started.

(b) Mining of Phosphate in Angaur Island.

The mining of phosphate in Angaur Island was formerly managed by a German company, called the South Seas Phosphate Mining Company, Ltd. After the occupation of the island by the Japanese Navy in 1914, the mines were placed under the management of the Navy which continued to work them. In 1922 the Japanese Government bought from the German company the right of working the mines, as well as the land, building, machinery and all the other interests attached to them for 1,739,960 yen, and the Mining Station of the South Seas Bureau was established to carry on the exploitation of the mines under the direction of the Director of the South Seas Bureau.

The phosphate mining work in Angaur Island being a Government undertaking, the "South Seas Islands Mining Regulations" are not applied to it. However, not only are the compensation to be paid to persons for damage sustained by them on account of the exploitation of the mines, the protection of and aids to the members of the staff of the Mining Station and the miners employed, dealt with in accordance with the purport of the Mining Regulations, but also in the matter of business management, the authorities concerned are exerting themselves to show worthy examples to private persons undertaking similar enterprises.

(1) Estimated Quantity Remaining Underground and Quantity of Output.

The total output of phosphate of the Angaur mines during 1930 was 71,853 tons. The estimated total quantity of phosphate still remaining to be collected after 1931 is about 1,962,000 tons. The phosphate collected is dried and refined and then sold to Japanese merchants in Japan Proper with whom an agreement has been entered into, the goods being delivered at the port of Angaur.

The quantity of refined phosphate exported year by year since 1922 is as follows:—

Year	Quantity Tons	Value Yen
1922	56,300	1,019,897
1923	59,987	1,049,772
1924	60,659	1,097,891
1925	65,864	1,320,573
1926	62,912	1,299,132
1927	63,128	1,335,157
1928	64,326	1,386,225
1929	64,459	1,414,875
1930	55,455	1,153,463

(2) Staff and Expenditure of the Mining Station.

The staff of the Mining Station at the end of June, 1931, was as follows :—

Expert of Sonin rank.....	1
Assistant experts of Hannin rank	4
Clerks of Hannin rank	3
Technical employees	1
Clerical employees	6
Total	15

ESTIMATED EXPENDITURE AND SETTLED ACCOUNTS.

	Estimates		Increase or decrease (decrease marked with *)	Settled Accounts 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries	22,972	23,860	* 888	17,135
Office expenses	17,070	18,362	*1,292	11,422
Articles purchased	1,185	1,440	* 255	1,001
Communications and transport	600	675	* 75	574
Travelling expenses	3,340	3,340	—	1,455
Wages and allowances to employees...	11,745	12,705	* 960	8,318
Clothing	20	22	* 2	—
Miscellaneous	180	180	—	73
Expenses of collecting phosphate	365,000	365,000	—	315,355
Miscellaneous payments	500	500	—	389
Repairs	48,000	48,000	—	47,831
Total	453,542	455,722	*2,180	392,135

The income and expenditure of the Mining Station since 1922 were as follows :—

	Income from sale of phos- phate	Expenditure					Total	Net profit
		Salaries	Office expenses	Under- taking expenses	Miscel- laneous	Repairs		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
1922	1,019,897	24,035	40,688	197,034	296	27,743	289,796	730,101
1923	1,049,772	17,066	26,539	358,530	228	44,834	447,197	602,575
1924	1,097,891	18,489	25,042	343,201	239	32,035	419,006	678,885
1925	1,320,573	22,283	16,960	342,312	449	47,727	429,732	890,841
1926	1,299,132	22,071	16,522	350,304	744	47,851	437,495	861,637

	Income from sale of phos- phate	Expenditure					Net profit	
		Salaries	Office expenses	Under- taking expenses	Miscel- laneous	Repairs		Total
	yen	yen	yen	yen	yen	yen	yen	yen
1927	1,335,157	21,953	14,297	329,866	578	87,707	454,404	880,753
1928	1,386,225	19,927	13,733	376,720	1,149	52,508	464,038	922,187
1929	1,414,875	15,819	13,878	348,116	278	47,926	426,019	988,856
1930	1,153,463	17,135	11,422	315,355	389	47,831	392,135	761,328
1931	1,159,000	22,972	17,070	365,000	500	48,000	453,542	705,458

N.B.—(1) Besides the amount mentioned in the above table, 1,739,960 yen was expended in 1922 in the purchase of the mining right and equipments.

(2) The figures for the years before 1931 show settled accounts and those for 1931 estimates.

(3) "Expenditure" includes all expenses necessary for working the mines, but does not include the expenses of refunding the capital needed for the purchase of the mines, expenses necessary for the sale of phosphate, pensions to staff members of the Mining Station and expenses of superintendence of the Station, as it is too difficult to classify and ascertain them.

VIII. Commerce and Industry.

The natives lead a very simple life and are generally self-supporting as regards articles in daily use and consequently they have as a rule little purchasing power. Besides, the Islands are scattered over a vast expanse of water, and communication between them is difficult. Under such conditions, commerce and industry are still in an infantile stage.

Nearly all the persons engaged in commerce who number 470 in all, as shown in the following table, are small shop-keepers, selling food-stuffs and sundry goods and doing brockage business in copra.

Number of shops existing in April, 1930.

Jurisdiction	No. of shops
Saipan	257
Yap	29
Palau	64
Truk	41
Ponape	45
Jaluit	34
Total	470

As regards industry, the most important in the Islands is the manufacture of sugar in Saipan with its by-production of alcohol and alcoholic drinks. Recently a certain number of persons have started the manufacture of refreshing beverages and the tinning of fruit, but the amount of production is still quite small.

The only handicraft of the natives is weaving fabrics from the leaves of palm and breadfruit trees, there existing no other worth mentioning.

The following table shows the quantities and values of the principal goods manufactured in the Islands during 1930 :—

Article	Quantity	Value yen
Sugar	345,397 piculs	5,156,315
Alcohol.....	1,099,206 litres	304,675
Alcoholic drinks.....	366,299 litres	150,663
Refreshing beverages	21,856 litres	3,964
Woven fabrics	—	23,558

As commerce and industry in general are thus in an infantile stage, the authorities are endeavouring to develop them. For this purpose, in September, 1922, the "Rules concerning Aid to Traders" were promulgated, by virtue of which subsidies are granted to those persons who are engaged in the following occupations. (Vide "Rules concerning Aid to Traders" in Chapter IX of the appended "Laws and Regulations")

- (a) Laundering.
- (b) Shoe-making.
- (c) Hair-dressing.
- (d) Tailoring.
- (e) Hotel-keeping.
- (f) Occupations other than the above-mentioned, which are considered indispensable by the Chief of the Branch Bureau.

Since 1927 subsidies have been granted as follows:—

	1927		1928		1929		1930	
	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen
Japanese	8	2,200	7	5,400	4	2,450	4	30,930
Natives	5	4,348	2	6,193	1	1,913	2	1,065
Total	13	6,548	9	11,593	5	4,363	6	31,995

IX. Products Museum.

A Products Museum was established in 1929 in Korrör Island in the Palau Group, which is also the site of the head office of the South Seas Bureau. In this museum are exhibited to the public specimens of various products of the Islands and materials of geographical, historical and scientific value, collected from various places in the territory. The museum is also intended to function as an organ for finding markets for local products as well as for assisting in transactions in them, with a view to contributing to the industrial development of Islands and the progress of local culture. It was opened in January, 1931.

The following figures show the expenditure for the museum:—

	Estimates		Increase or decrease (decrease marked with *)	Settled accounts for 1930
	1931 yen	1930 yen		
Office expenses	2,592	2,592	—	2,099
Undertaking expenses.....	1,000	1,000	—	839
Total	3,592	3,592	—	2,938

CHAPTER VII.

Land System.

I. General Remarks.

With regard to the land system, no detailed Regulations have as yet been enacted, but rights already acquired on land in accordance with old customs or German Laws are generally recognized irrespective of whether their owners are natives or not and owners are free to dispose of their land in whatever way they choose. However, a policy adopted under the German regime to protect native land-owners is still followed, placing restrictions upon the disposal of land, the property of natives, until a definite land system will be established.

N.B.—(1) In 1923, the "Regulations for the Treatment of Judicial Affairs in the South Sea Islands" were promulgated, by virtue of which civil cases are to be dealt with in accordance with the Civil Code of Japan, but an exception was made in the case of rights concerning land, to the effect that for the time being old customs should be respected and no registrations should be required. This arrangement was made in consideration of the fact that land surveys as well as the investigation of legal usages concerning land had not as yet been completed, and accordingly the time had not as yet arrived for instituting special legislation concerning the land system or for making registration of land.

(2) Facts show that during the German regime a land survey was carried out in Sapain and Ponape, but it did not extend to the whole of these two islands. Moreover, the documents extant being incomplete, and only a small number of the land-owners having had title-deeds delivered to them, there are not a few cases in which the lines of demarcation between Government and private land remain obscure. In order to ascertain them, land survey has been in progress since 1923. This work was finished in the principal island of the Saipan and Palau Groups and Ponape Island, Rota Island and Yap Island and at present it is in progress in principal islands of the Truk Group and Kusaie Island.

II. Classification of Land.

Land may be classified into Government and private land and the latter may again be classified into land owned by natives and land owned by people other than natives.

(a) Government Land. (State Domain).

With regard to the legal nature of the State domain in the territory, the Japanese Government fully explained its attitude in its Annual Report for 1924. (Chapters IX, X and XII).

In its opinion, the State Domain in the mandated territory may be divided into two classes. The first class consists of those parcels of land which were transferred to Japan under Article 257, paragraph 2 of the Treaty of Versailles, and the second of those which have been purchased by the Japanese Government or are exploited by it at its own expense. The former class is

to be regarded as property belonging to the Government in its capacity of Mandatory. The same might be said of the latter class. When, however, this second class of land is examined, it is found that it includes properties which have been purchased or exploited by the Government on its own account, and which may, therefore, be regarded as the actual domain of the Government. An instance of this is the land purchased from the German South Seas Phosphate Company.

The mandated territory is administered by the Japanese Government as an integral part of its own territory, in accordance with the Covenant of the League of Nations. For this reason all State domains in the mandated territory are treated just like other State domains of the Japanese Empire, no discrimination whatever being set up between them.

Any land in the territory except such as is the property of private persons is considered part of the State domain, and no party other than the Government can exercise the right of occupation by priority.

With regard to the management of the State domain, a South Seas Bureau Rule, promulgated in July, 1922, declares that the Law on State Property of the Japanese Empire shall apply *mutatis mutandis* to the territory. According to this law, State domain is classified into the following four classes and for each class an appropriate procedure for its disposition and management is provided.

1. Domain for public use. (Property for public use)—Properties assigned or decided to be assigned by the Government directly for public use.
2. Domain for Government use. (Property for Government use)—Properties assigned or decided to be assigned by the Government for Government business or undertakings or for residences of officials and others in Government service.
3. Domain for forestry. (Forest property)—Properties assigned or decided to be assigned by the Government for Government dendrological enterprise.
4. Domain for miscellaneous purposes. (Miscellaneous property)—Properties not coming under any of the above-mentioned categories.

With the exception of No. 4, these species of State Domain may not be transferred nor be made objects of private rights. This rule, however, does not apply to permission for the use or exploitation of properties by private persons so long as it does not prejudice their use by the Government or the purpose for which the Government possesses them. As regards miscellaneous properties, these may not be transferred or leased gratuitously except in cases in which the Government or the public require them for public or Government use and in a few other cases.

In the territory under Japanese Mandate, there exist tracts of land where there is no definite line of demarcation between Government and private land. There are also tracts of Government land, on which the work of survey has not as yet been carried out. For these reasons, no exact statement can be made concerning the area of Government land, but at the end of June, 1931, its estimated area was as follows:—

Branch Bureau	For Public use	For Government use	Miscellaneous	Total
	Hectares	Hectares	Hectares	Hectares
Saipan	28.4	32.4	30,009.2	30,070.0
Yap	17.2	15.4	678.0	710.6
Palau	13.3	318.8	27,078.7	27,410.8
Truk	8.2	26.0	15,881.4	15,915.6
Ponape	10.3	14.6	3,010.6	3,035.5
Jaluit	2.0	4.2	2,453.0	2,459.2
Total	79.4	411.4	79,110.9	79,601.7

N. B.—(1) There exists no domain for forestry.

(2) The increase of land devoted to public use as compared with the preceding year is due to the construction of new roads and the incorporation of the land so used.

(3) The increase of land devoted to Government use as compared with the preceding year is due to the transfer of part of miscellaneous land to such land.

As regards Government land, a lease or the right of ownership of such land as is not needed by the Government, may be granted to private persons if they so desire. In this matter of the grant of lease or ownership, natives, Japanese and foreigners are treated equally, but the officials in charge of business concerning Government land are prohibited from having Government land in their custody granted on lease or transferred to themselves or having it exchanged for land of their own.

Contracts for the lease or purchase of Government land are governed by the provisions of the "Civil Code of the Empire" and come entirely within the domain of private law, the only exception being the reservation to the Government, for the sake of Government or public interests, of the right of rescinding the contract or of purchasing property on leased land, as is provided for in the "Law of State Property." According to the provisions of the "Law of State Property," the term of lease of Government land shall be within the maximum of eighty years in the case of land to be used for afforestation and within the maximum of thirty years in other cases. The Government land now leased in the South Sea Islands includes palm forests, plantations, meadows and building ground, the palm forests being usually leased for a term of 30 years and other land for one of 20 years. The rates of rent are calculated upon taking into account the fact whether the land is reclaimed land or not and various other circumstances.

The following table shows the area of Government land leased to Japanese, foreigners and natives at the end of June, 1931.

	Building ground	Palm forests	Plantations	Meadows	Total
	Hectares	Hectares	Hectares	Hectares	Hectares
Japanese	45.0	1,161.7	15,331.3	913.9	17,451.9
Foreigners	0.4	59.9	—	—	60.3
Natives	3.6	121.3	98.7	87.3	310.9
Total	49.0	1,342.9	15,430.0	1,001.2	17,823.1

(b) Private Land.

Private land, the property of natives, is dealt with in law in a different way from such as is the property of persons other than natives. While there is no restriction whatever upon the sale, purchase, transfer, exchange, etc. of the latter, in the case of the former it is prohibited to sell, or transfer it to,

or to enter into agreements making it the object of security with parties other than the Government, unless sanctioned by the Director of the South Seas Bureau. Again unless sanctioned by the Chief of the competent Branch Bureau and registered, no agreement (except between natives) between Japanese or foreigners and natives concerning land, such as the grant of a lease, other than an agreement entered into for the purpose of selling, transferring or making it the object of security, is valid. (Vide "Regulations concerning Land Owned by Natives and Contracts concluded with Natives" in Chapter VIII of the appended "Laws and Regulations")

This system is a revision effected in September, 1931, of what was thitherto in effect. By the old system, the conclusion of an agreement by natives with parties other than the Government for the purpose of selling, transferring or making land owned by them was absolutely prohibited, its aim being in their interest the prevention of the undue decrease of land owned by them as well as of any loss accruing to them from their lack of economic and legal knowledge when they may chance to deal in land with persons other than natives. But in consideration of the fact that the absolute prohibition of transactions in land owned by them makes its economic value less and often proves disadvantageous to them, the authorities concluded that if they exercised sufficient superintendence over such transactions there would be no evil results. Accordingly they decided to make the system less strict and revised it in such a way as to enable native land-owners to sell, transfer or make their landed property the object of security only in case sanction of the Director of the South Seas Bureau has been obtained.

Persons desiring to obtain the sanction referred to have to present a written application jointly signed by those concerned to the Director of the South Seas Bureau through the Chief of the Branch Bureau governing the district in which the land concerned lies. The following matters are required to be entered in the application and a plan showing the position of the land, another showing the result of a survey of the land made and documents verifying the rights of the land are to be attached thereto.

1. The permanent domicile (in the case of a foreigner, his nationality) present address, occupation, personal name or appellation and age of the person concerned.
2. The reason necessitating the agreement.
3. The full text of the agreement.
4. The whereabouts, kind and area of the land, which is the object of the agreement.

When the Chief of the Branch Bureau has accepted a written application for sanction, he makes inquiries into the following matters and forwards a report on the result of the inquiries to the Director of the South Seas Bureau attaching his opinion thereto :—

1. Whether the land, which is the object of the agreement, is owned by the native concerned or not and whether the whereabouts, area and boundaries of the land mentioned in the application are true, or not.
2. Whether the agreement was entered into by free will or not.
3. Whether the terms of the agreement are just and reasonable and contain nothing disadvantageous or unjust to the native concerned or not.

4. Whether the price named in the agreement is reasonable or not.
5. Whether the reason necessitating the agreement which is mentioned in the application is true or not.
6. Whether as a result of the agreement, the native concerned will not experience difficulty in making a living or not in the future.
7. The condition of the property, income and expenditure of the native concerned.
8. An outline of the past career, character and behaviour and credit of the person concerned.

After deliberating on the report on the result of the above-mentioned inquiries and the opinion submitted to him by the Chief of the Branch Bureau, the Director of the South Seas Bureau gives his sanction to the agreement only when he considers it to be quite right. The sanction becomes invalid, unless within thirty days after it has been given a written application is presented for the registration of the agreement to the Branch Bureau governing the district in which the land concerned lies. (Vide "Rules for Enforcing the Civil Administration Office Ordinance No. 3 of 1916" and "Procedures for Handling the Rules" in Chapter VIII of the appended "Laws and Regulations")

So far no sanction has been given to the conclusion of an agreement concerning land owned by natives entered into for the purpose of selling, transferring or making it the object of security.

Again, a person desiring to have an agreement concerning land owned by natives entered into such as the grant of a lease registered is required to present a written application to the Chief of the competent Branch Bureau. The application must be jointly signed by the persons concerned and have the following matters entered in:—

1. The permanent domicile (in the case of a foreigner, his nationality), present address, occupation, personal name or appellation and age of the person concerned.
2. The reason necessitating the agreement.
3. The full text of the agreement.

When the Chief of the Branch Bureau has accepted an application such as is mentioned above, he makes inquiries into the same matters as in the case of an application for sanction mentioned above as well as into the question whether as a result of the agreement the native concerned will not experience difficulty in making a living in the future or not and gives his sanction only when he considers it to be quite right. In case, however, the land concerned exceeds 2 *chobu* (1.98 hectares) in area, or the term of agreement exceeds 20 years, he is required previously to report to the Director of the South Seas Bureau.

As this system is a restriction on the sale or transfer of land, the property of natives, the natives are free to obtain land from Japanese or foreigners. Further, they are free to sell, buy and transfer land between themselves.

As regards the term of lease of land, the property of natives, assented to by the Government, it differs according to occasions and circumstances, but usually it does not exceed ten years.

Land, the property of natives, may be classified into (1) that which belongs to individuals and (2) that which belongs to communities. In the case

of the former there is nothing to be explained except the restrictions on their sale, lease or transfer as mentioned in the preceding paragraph.

Land which belongs to communities, some tracts of which cover fairly large areas, is managed by tribal chiefs and all members of the communities to which they belong have the right to a share in the profit it yields, such as the collection of its products, the pasture of domestic cattle and the taking of game thereon. When necessity arises for the disposal of any such land or of granting a lease thereof, it is decided at a meeting of the members of the community concerned, and the chief of the community carries out the decision. Land belonging to a community being at the same time land belonging to natives, it comes, like private land owned by natives, within the restriction against sale and transfer to parties other than the Government, etc.

In respect to the land belonging to natives in the district within the jurisdiction of the Jaluit Branch Bureau, there exists a usage which is quite different from that obtaining in other district. This land is in the exclusive ownership of tribal chiefs, and the people in general have the right of exploiting them, subject to an obligation to render to the chiefs part of the profit arising from the palm groves which constitute the principal portion of such land. With regard to the legal nature of this usage, no detailed account is here given, as it requires further investigation.

CHAPTER VIII.

Labour.

I. General Remarks.

There being as yet no industrial enterprises undertaken in the mandated territory, except phosphate mining in Angaur and the sugar industry in the district under the Saipan Branch Bureau, there exists no great demand for labour.

As the natives are generally indolent and averse to work, it is difficult to get a good supply of labour in the Islands. Nevertheless, it is not so difficult to engage labourers for the mining work in Angaur, because it is old established and the labour conditions there being well known among the natives, many are quite willing to respond to the call for labour, regarding it simply as if they were going on an extended journey.

With regard to the protection of the labourers employed in the phosphate mines in Angaur, the necessary provisions have already been enacted. Accordingly there is as yet no need for the enactment of any provisions in the nature of general rules for the control of the recruitment of labourers.

Further, with regard to the protection of native labourers, by virtue of Civil Administration Ordinance No. 3, enacted in 1916, any contract for the employment of labour for a period exceeding one year entered into between a native and a foreigner or Japanese is invalid unless it has been assented to and registered by the Chief of the competent Branch Bureau and the assent referred to is to be accorded only if the Chief of the Branch Bureau considers there are no objectionable points in the contract after he has made the necessary investigations with regard to the protection of the interests of the natives.

As to the ensuring of the prohibition of compulsory labour provided for in Article III of the "C" Mandate, there are no special regulations directed to this end. But if anybody forcibly requisitions labour, he is to be dealt with as having committed the offence of false imprisonment mentioned in Art. CCXX of the Penal Code or the offence to intimidation mentioned in Art. CCCXXII of the same law. In certain circumstances the punishment mentioned under No. 4 or No. 24 of Article I of the Regulations for Police Offences is to be imposed upon him. In case the offender is an official or anyone in the public service, he may be punished for the offence of corruption mentioned in Article CXCI of the Penal Code. Besides these penal provisions, the Government does not consider it necessary to enact any special laws or regulations concerning the ensurance of the prohibition of forced labour.

In fact no case of forced labour has ever occurred. It can not be said with certainty that no labour will be requisitioned in the future for public works such as the improvement or construction of roads, harbours, etc. At present, however, no necessity of forcing labour is experienced, nor has the system ever been employed. In case, however, the natives apply for the

improvement of roads or harbours or for the establishment of a school in order to promote the interest of their respective communities, on condition of their supplying labour or material, labour is accepted even at the present time if necessary. Obviously such labour is not compulsory labour. Finally, a provision formerly existed according to which a person unable to pay his poll-tax might do so by offering labour for a period not exceeding twenty days a year, but it was abolished in 1922.

To repeat, no forced labour is recognised in the mandated territory, labour being supplied in all cases according to agreements voluntarily entered into by the employer and employed. In case such an agreement is not fulfilled, a remedy may be sought by bringing an action in the Court of Justice as in the general case of a civil agreement not being executed. But in the case of non-fulfilment of an agreement between an employer and an employee, as there is no means of compelling specific performance, the only recourse left for the complainant is to demand compensation.

At present the only enterprises employing labourers in any great number are the phosphate mining industry in Angaur and the sugar industry in Saipan District. Sometimes labour in large amount is needed for civil engineering work, but such work being temporary, it is for the most part locally supplied.

For reference, a statement of the conditions of labour in Angaur and Saipan Districts is given below.

II. Angaur Mining Station.

(a) Labourers.

Most of the employees and labourers employed in the phosphate mining in Angaur, as shown in the following table, are natives and are engaged chiefly in Angaur, the site of the mines, and the adjacent islands of Palau, and also in Yap and Truk.

Classification	1927			1928			1929			1930			1931		
	M.	F.	Total	M.	F.	Total	M.	F.	Total	M.	F.	Total	M.	F.	Total
Japanese	57	—	57	66	—	66	70	—	70	77	1	78	79	2	81
Chinese.....	9	—	9	8	—	8	5	—	5	5	—	5	6	—	6
Natives:															
Chamorros	26	—	26	28	—	28	27	—	27	25	—	25	27	—	27
Kanakas	447	—	447	321	—	321	361	—	361	348	—	348	310	—	310
Total	539	—	539	423	—	423	463	—	463	455	1	456	422	2	424

Classified according to districts, the native labourers have been collected as shown in the following table:—

	Palau Branch Bureau		Yap Branch Bureau				Truk Branch Bureau	Total
	Angaur Island	Palau Island	Yap Island	Mokmok Island	Oreai Island	Fyes Island	Truk groups	
Chamorros	27	—	—	—	—	—	—	27
Kanakas.....	15	41	69	13	37	15	120	310
Total	42	41	69	13	37	15	120	337

For recruiting these native labourers, with the recognition and assistance of the competent Branch Bureau, the Mining Station invites them through the medium of the local tribal chief and other men of influence, and a contract is struck up between it and one desiring to supply labour to it, the contract being of course made of the latter's free will. An official despatched by the Mining Station for the purpose of collecting labourers looks after the transportation of those who have thus been engaged, they being provided with food from the day of departure at the expense of the Mining Station. Their passage and other expenses needed for their transportation are also paid by the Station. When they are discharged and go home, their passage, food and other expenses needed while on their homeward journey are of course paid by the Station.

About 400 native workers and miners are usually needed at the Mining Station. Of these the Chamorros live with their families and are practically permanently settled, there being little change among them in the matter of engagement and discharge. As for the Kanaka labourers, due to the fact that not only are they numerous in number but are unaccompanied by their families, they cannot be detained for a long period of time and the term of engagement ranging between six months and one year, they have to be recruited at least two or three times every year.

(b) Classification of Labour.

For labour requiring a certain degree of skill, Japanese and Chinese are chiefly employed besides a few Chamorros, while for unskilled labour, such as the collection and transport of phosphate, Chamorros and Kanakas are employed. The following is a classification of labour:—

Collection of phosphate, land transport of phosphate, drying of phosphate, analysis of phosphate, operation of power generator and other machinery, loading, electric work, carpentry, forestry, lumbering, engineering and miscellaneous work.

(c) Term of Employment.

The Chamorros labourers employed at the Mining Station are all accompanied by their families and naturally stay long in service.

The term of employment in the case of native labourers invited from places outside Angaur is usually one year, such labourers being engaged afresh every year.

In the case of Japanese and Chinese, the condition is imposed that they shall not leave within one year without legitimate reason. After one year, it is left to their free choice. But in fact all of them desire to be permanently employed, and some of them have already been employed for more than ten years.

(d) Condition of Employment.

With regard to the employment of workmen and labourers, matters are dealt with in accordance with the "Rules concerning the Service of Workmen and Miners in the Employ of the Mining Station of the South Seas Bureau." (Vide "Rules concerning the Service of Workmen and Miners in the Employ of the Mining Station of the South Seas Bureau" in Chapter IX of the appended "Laws and Regulations") To mention some important conditions:—

(1) Age.—No person under fifteen years of age, irrespective of sex, shall be engaged as a skilled workman or labourer. (No women now employed).

(2) Working time.—The working time of skilled workmen and labourers shall not exceed ten hours per day and shall be determined between 6 a.m. and 5 p.m. by the Head of the Mining Station. There shall be time of rest of not less than one hour and a half during the hours of work.

The hours of work at present adopted at the Mining Station in compliance with those provisions begin at 6.30 a.m. and end at 4 p.m. The interval for rest are given between 9 a.m. and 9.15 a.m., and again between 11.45 and 1 p.m. for lunch, so that the actual working time is 8 hours.

When, for the sake of convenience or in view of the nature of the work, the above rule cannot be followed, exceptional arrangements may be made concerning the hours of work after the approval of the Director of the South Seas Bureau has been obtained, but no one under sixteen years of age and no woman shall be made to work longer than the fixed hours of work or at night.

(3) Holidays.—Workmen and labourers are to be given a day's rest on Sundays, Japanese national holidays, etc. As a reward to those who have served regularly for one year and a half home leave is granted up to a maximum of 80 days.

(4) Restrictions concerning work.—No one under sixteen years of age and no woman shall be employed in dangerous work such as the handling of motors or in work injurious to health. Persons suffering from mental disease or infectious disease and those suffering from disease which is likely to be aggravated if they are engaged in work are not to be employed. No woman shall be made to work for a fixed period after accouchement.

(e) Wages and Travelling Expenses.

Wages are paid by the hour or by piece-work, upon due consideration of the ability and efficiency of the workmen or labourers. Due wages are paid for Japanese national holidays, days on leave granted on the anniversaries of parents and holidays for recreation. Travelling expenses are supplied to workmen and labourers when they respond to the call for labour as well as when they return home after having served for a fixed term or having been given holidays.

The tariff of day wages at the end of June, 1931, was as follows:—

	Maximum yen	Minimum yen	Average yen
Japanese	5.80	1.60	3.27
Chinese	3.00	2.30	2.76
Chamorro	2.70	0.40	1.48
Kanaka	1.23	0.45	0.78
Kanaka labourer with free board	1.28	0.35	0.45

(f) Relief.

When workmen or labourers fall ill, are injured or die, as a result of the work they are engaged in, benefits are given them in accordance with the "Ordinance concerning Aid to Employees."

The benefits are of six descriptions, namely, medical attendance benefit, benefit on account of suspension of work, benefit in consideration of bodily

hindrances, closing benefit, benefit in aid of bereaved families and funeral benefit. The amount of the benefits to be given is determined in accordance with the gravity of the sickness or injury.

During one year between April, 1930, and March, 1931 and during six months between April, 1931, and September of the same year benefits were given as shown in the following table:—

		Japanese		Chinese		Chamorros		Kanakas		Total	
		No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen	No. of persons	Amount yen
April, 1930- Mar. 1931	Medical attendance benefit	11	44	—	—	4	4	39	65	54	114
	Benefit on account of suspension of work.	5	45	—	—	3	12	24	37	32	95
	Total	16	89	—	—	7	17	63	102	86	209
April, 1931- Sept. 1931	Medical attendance benefit	8	23	—	—	—	—	33	21	41	44
	Benefit on account of suspension of work.	4	18	—	—	—	—	7	10	11	28
	Total	12	41	—	—	—	—	40	31	52	73

N.B.—(1) Amounts not exceeding 1 yen are omitted.

(2) None has received benefit in consideration of bodily hindrances, closing benefit, benefit in aid of bereaved families or funeral benefit.

(g) Sanitary Condition of Labourers.

A physician is in service at the Mining Station, who is charged with the duty of looking after the sanitary condition of labourers and the early discovery of sickness. Sick and injured persons are sent to the South Seas Bureau Angaur Hospital, near the Mining Station for treatment.

The following table shows the number of workmen and labourers at the Mining Station, who have fallen ill, sustained injury, or died recently:—

	April, 1930-March, 1931					April-September, 1931				
	Japanese	Chinese	Chamorros	Kanakas	Total	Japanese	Chinese	Chamorros	Kanakas	Total
Total No. of employees counted by day	27,384	1,714	8,905	121,876	159,879	14,153	947	4,514	52,836	72,450
Due to work:										
Death from injury.....	—	—	—	—	—	—	—	—	—	—
Death from illness.....	—	—	—	—	—	—	—	—	—	—
Serious illness	—	—	—	10	10	1	—	—	2	3
Slight illness	6	—	4	36	46	6	—	—	21	27
Total	6	—	4	46	56	7	—	—	23	30
Total No. of cases counted by day ...	61	—	24	271	356	17	—	—	89	106
Not due to work:										
Death from injury.....	—	—	—	—	—	—	—	—	—	—
Death from illness.....	—	—	—	2	2	1	—	—	2	3
Serious illness	1	—	1	42	44	5	1	—	63	69
Slight illness	117	12	92	1,333	1,554	70	6	24	428	528
Total	118	12	93	1,377	1,600	76	7	24	493	600
Total No. of cases counted by day ...	396	47	503	5,006	5,952	144	28	278	1,946	2,396

N.B.—(1) Cases of injury or illness mentioned in the above table are those examined by the physician.

(2) Each different case of injury or illness is counted as one and each case treated again after a time of suspension is also counted as one.

(3) Those who were injured or fell ill "due to work" are workmen, labourers and other employees who were injured or fell ill while on duty, and those who were injured or fell ill "not due to work" are those who were injured or fell ill while off duty.

III. Sugar Industry in Saipan District.

(a) General Remarks.

The sugar industry in Saipan District is carried on by the Nanyo Kohatsu Kabushiki Kaisha (South Seas Development Co., Ltd.). It is the chief business of the company to grow sugar cane in Saipan and Tinian Islands and to manufacture sugar therefrom. Since 1926, as a subsidiary business, the company has been manufacturing alcohol and alcoholic drinks from molasses, a bye-product of the sugar manufacture. The company has Government land leased to it and some land of small area leased from private owners. After having cleared such land, the company lets it to tenants to grow sugar cane there, and buys the crops as material for manufacturing sugar. The organization of labour and the condition of workers are the same both in Saipan and Tinian Islands.

N.B.—The land exploited by the Nanyo Kohatsu Kaisha except that portion which is its own property is taken on lease from native owners or is Government land acquired by the Japanese Government as the mandatory power. This Government land was leased rent-free during the military regime with the intention of developing the sugar industry. This arrangement was necessary in order to promote the industrial development of the Islands. Accordingly when the company completes the clearing of undeveloped land and its business becomes self-supporting, it is the intention of the Government to charge a due rent for the land in question. The Government is already collecting a rent for the land in Saipan beginning from October, 1930.

(b) Classification of Workers.

The workpeople employed by the Nanyo Kohatsu Kabushiki Kaisha, inclusive of tenants and factory employees, are all Japanese, no native labourer being employed. The company engages all these workpeople in Japan. The workpeople may roughly be classified into two groups, namely, tenants and labourers employed at the plantations under the direct management of the company and other workers.

(1) Workers who are not tenants.—Workers, who are not tenants, are those working in the factories, those engaged in the transport of sugar cane (chiefly railway operatives), those employed in the agricultural affairs and those engaged in miscellaneous works. At the end of September, 1931, their strength was as follows:—

	Officials	Quasi-officials	Other clerical employees	Labourers				Total	Aggregate total
				Work-men	Apprentices	Permanent employees	Temporary employees		
Miscellaneous affairs ...	33	17	17	28	38	131	18	215	282
Agricultural affairs.....	36	19	35	—	3	728	291	1,022	1,112
Medical service	5	2	11	—	1	6	—	7	25
Engaged in factories ...	15	18	9	104	23	154	7	288	330
Railway affairs	3	3	2	49	30	77	4	160	168
Total	92	59	74	181	95	1,096	320	1,692	1,917

N.B.—Of the persons mentioned in the above table 204 are women who are employed in clerical and medical services and also as farm labourers.

(2) Tenants.—The rights and obligations of the tenants are determined by agreements drawn up in accordance with the “Rules concerning Immigrant

Labourers on the South Sea Islands” and except that they cultivate land leased from the company, their position does not differ from unattached farmers and of course they are consequently entitled to grants-in-aid in accordance with the “Rules for the Encouragement of the Sugar Industry.”

With regard to the cultivation of sugar cane, as the tenants and the company have a common interest, the latter endeavours at all times to afford facilities to the former in regard to guidance in the method of cultivation, supply of seedlings, extermination of injurious insects, advance of working capital, etc. The tenants grow sugar cane on land leased from the Company and sell their crops to it. The rate of rent varies according to the productive power of the land, but is generally between one-tenth and three-tenths (two-tenths on the average) of the crops raised. The area of land let to tenants ranges between 3 hectares and 7 hectares per household, the average being about 4 hectares.

The following table shows the area of land under cultivation by tenants and the number of tenants at the end of September, 1931.

Area of land hectares	No. of households	No. of family members	No. of workers employed by tenants	No. of persons engaged in work		
				Male	Female	Total
5,282.82	1,192	4,637	1,349	2,888	1,565	4,453

(3) Labourers employed at the plantations under the direct management of the company.—The total number of the households of labourers employed at the plantations under the direct management of the company and of their family members at the end of September, 1931, was as follows:—

Area of plantations hectares	No. of households	No. of family members	No. of persons capable of work		
			Male	Female	Total
820.00	364	630	364	83	447

(4) Unattached cultivators.—The following table shows the area of land under cultivation by unattached cultivators and the number of unattached cultivators at the end of September, 1931.

	Area of land hectares	No. of households	No. of family members	No. of family members capable of work		
				Male	Female	Total
Japanese	496.17	143	500	191	152	343
Natives	121.76	50	262	100	33	133
Total	617.93	193	762	291	185	476

(c) Specification of Areas for the Collection of Material and the Position of Unattached Cultivators.

As already been observed in Chapter VI, in case the Director of the South Seas Bureau has given a party permission to embark on the sugar industry, and when he considers it necessary, he may specify an area for the collection of the material needed. In other words, all the sugar cane grown in the specified area is required to be sold to the party carrying on sugar industry in that area. An area for the collection of material is specified, after taking into account the capacity of the sugar company, so that the estimated quantity of material needed may be produced.

With regard to the crops to be produced in a specified area, the tenants of the Nanyo Kohatsu Kaisha, by virtue of their agreement with the company,

are under obligation to grow nothing but sugar cane but unattached cultivators are entirely at liberty to grow sugar cane or not. If they grow sugar cane, however, they have to sell them to the company at a fixed price.

This system may give rise to some doubt whether undue pressure on unattached cultivators may not result from it. In reality, however, no such unpleasant situation arises. The sugar company has to buy sugar cane at a price approved by the Director of the South Seas Bureau, and in case it fails to buy cane, it is obliged to indemnify the cultivators for the damage caused thereby. This system enables the company to carry on its business with ease, and induces the cultivators to recognize that it is more advantageous for them to grow sugar cane rather than other crops. For this reason the system can be said to promote the interests both of the company and the cultivators.

(d) Concerning the Price Paid on Purchase of Sugar Cane.

It is not impossible that cases may occur making it difficult for the company and its tenants to come to an agreement with regard to the price of sugar cane. Accordingly the Japanese Government, in pursuance of the policy of adjusting in a fair way the claims of both parties, has instituted the "Rules for the Sugar Industry," in which it is provided that in determining the price the approval of the Director of the South Seas Bureau shall be obtained from year to year.

In determining the price of sugar cane, the market price of sugar and that of other agricultural crops is not made the standard, as is done in other centres of the sugar industry, but the ordinary profit of the cultivators is taken into consideration. In other words, the expenditure and revenue of an ordinary cultivator are investigated, and the price is determined after allotting him a fair margin of profit to make his means of subsistence easy.

(e) Labour Conditions.

(1) Sex and Age of Labourers.—Among labourers other than tenants none are under the age of 15. Women are employed for the work in the farm under the direct control of the Company, or year after year during the manufacturing season between December and June of the following year to do sweeping and other miscellaneous work, but none work in the factory.

(2) Hours of Work.—Work for more than 8 hours a day or at night by persons under the age of 15 and women is prohibited. As regards the hours of work of other labourers, it is not uniform as they are determined by agreement, but for workmen in the factory it is generally 12 hours a day during the manufacturing season and 10 hours a day during the remainder of the year. (The hours of work includes an interval of one hour and a half for meals and rest).

(3) Holidays.—The Holidays for labourers are the Japanese national holidays and the first and third Sundays of each month. During the manufacturing season, however, no fixed holidays are provided for workers in the factory, but they are given off-days when the engines are cleaned. Generally such off-days come twice a month.

(4) Restrictions concerning Work.—It is prohibited to employ women in dangerous work, and they are employed in sweeping and other miscellaneous work.

(5) Wages.—Wages to labourers are paid by the day and the amount varies above 0.90 yen per day, according to the ability and efficiency of the labourers. On regular holidays, the wages are paid in their entirety, and for extra work additional wages are paid.

The wages at the end of September, 1931, were as shown in the following table:—

	Highest <i>yen</i>	Lowest <i>yen</i>	Average <i>yen</i>
Workers	3.70	1.24	1.83
Apprentices	1.55	1.00	1.27
Permanant employees	2.80	0.50	1.15
Temporary employees	1.50	0.70	1.14

N.B.—Persons receiving less than 1.00 yen per day are either women or men, who on account of age or bodily weakness, do not possess the ability of a full man.

(6) Relief.—In case of sickness or injury contracted while at work, medical attendance benefit or closing benefit is given, and in case of death, funeral benefit. Such benefits, however, are not usually given in cases in which the causes of the above mentioned misfortunes cannot be attributed to the work. Those who have been particularly assiduous in the discharge of their duty are given terminal bonuses or rewards for regular attendance. When those who have continued in service for more than two years are discharged or die, a solatium, exceeding in amount 15 yen is given. Between October, 1930 and September, 1931, the following number of persons received such benefits:—

	Workmen and apprentices			Permanent employees			Total		
	No. of persons	No. of persons counted per day	Amount	No. of persons	No. of persons counted per day	Amount	No. of persons	No. of persons counted per day	Amount
Medical attendance benefit ...	113	994	278	170	1,447	741	283	2,441	1,019
Benefit on account of suspension of work	23	204	261	32	325	361	55	529	622
Benefit in consideration of bodily hindrances	2	—	640	3	—	385	5	—	1,025
Benefit in aid of bereaved families	1	—	530	2	—	23	3	—	553
Funeral benefit	1	—	17	6	—	90	7	—	107
Total	140	1,198	1,726	213	1,772	1,600	353	2,970	3,326

N.B.—Amounts not exceeding 1 yen are omitted.

(7) Sanitation for Labourers.—Not only are the authorities mindful of supervision, but the company is constantly careful to keep the health of labourers in good condition, because it is a matter directly affecting its business. The company has a hospital of its own which looks after the health conditions of the labourers and treats sick or injured persons at very low charges. Between October, 1930 and September, 1931, the following number of workmen and labourers were injured, fell sick or died while engaged in their work:—

	Workmen and apprentices	Permanent employees	Total
No. of workmen and labourers counted by day	105,981	510,912	616,893
Persons who died from injuries	1	1	2
Persons who died from illness	—	1	1
Serious illness	1	7	8
Slight illness	108	162	270
Total	110	171	281
Persons who received medical treatment for injuries counted by day	894	1,613	2,507
Persons who received medical treatment counted by day	—	—	—
Total	894	1,613	2,507

(6) Relief.—In case of sickness or injury contracted while at work, medical attendance benefit or clearing benefit is given and in case of death funeral benefit. Such benefits, however, are not usually given in cases in which the cause of the above mentioned misadventure cannot be attributed to the work. Those who have been particularly negligent in the discharge of their duty are given financial bonuses or rewards for regular attendance. When those who have continued in service for more than two years are discharged or die, a gratuity, exceeding in amount 15 per cent is given. Between October, 1930 and September, 1931, the following number of persons received such benefits:

	Medical attendance benefit	Clearing benefit	Funeral benefit
Persons receiving benefit	118	204	10
Amount paid in rupees	1,147	1,147	1,147

Benefit on account of payment of workmen's compensation is given to workmen who are injured or killed while at work. The benefit is calculated on the basis of the wages received by the workman at the time of the accident. The benefit is paid in the form of a lump sum or as a monthly allowance, depending on the nature of the injury. The benefit is paid to the workman or to his dependants, as the case may be.

(7) Sanitation for labourers.—Not only are the sanitary conditions of the labourers' quarters constantly being improved, but the company is constantly striving to keep the labourers in good condition, because it is a matter directly affecting its business. The company has a hospital of its own which looks after the health conditions of the labourers and treats sick or injured persons at very low charges. Between October, 1930 and September, 1931, the following number of labourers and labourers' dependants were treated at the hospital:

CHAPTER IX.

Communications and Navigation.

I. Communications.

(a) History.

During the Japanese naval régime, naval telegraph and post offices were established to deal with naval telegraphic and postal business. Subsequently methods of private communication were also dealt with at those offices. On the withdrawal of the military régime on April 1, 1922, those naval telegraph and post offices were replaced by the Post-Offices of the South Seas Bureau under the administration of the Director of the Bureau to deal with telegraphic and postal business for the public.

(b) Postal System.

With regard to affairs of communications in the South Sea Islands, in order to establish connection with such affairs in Japan Proper, the Postal Law, the Law concerning Postal Money Orders, the Law concerning Postal Savings Banks, the Law concerning the Post on Railways and Ships, the Telegraphs Law, the Wireless Telegraphs Law, the Penal Clauses of the International Convention for the Protection of Submarine Cables and all the other laws and regulations concerning communications in force in Japan are respected in principle, but matters, for which in view of the special circumstances existing in the South Sea Islands exceptions have to be made, are to be dealt with in accordance with rules set forth by the Director of the South Seas Bureau. (Vide "Regulations concerning Postal and Telegraphic Business in the South Sea Islands and concerning the Application of Department of Communications Ordinances and Notices" in the appended "Laws and Regulations").

(c) Organs of Communications.

Post-Offices are established as organs for dealing with communications business in the South Sea Islands. The Post-Offices are under the management of the Director of the South Seas Bureau, and have charge of posts, parcels posts, postal money orders, postal savings banks, telegraphs, wireless telegraphs, telephones, etc. Besides these matters, Post-Office designated by the Director of the South Seas Bureau deal with business concerning the annual revenue and expenditure as well as receipt and payment of cash not included in the annual revenue and expenditure of the South Seas Bureau and offices in connection therewith. To each of the Post-Offices is appointed a Postmaster, communications expert, communications clerks, assistant communications clerks, assistant communications experts, etc. The post of Postmaster is filled by a Secretary in the South Seas Bureau or a communications clerk. Under the direction of the Director of the South Seas Bureau, he manages the business of his Post-Offices and directs and superintends his subordinates. The post of the head of a Post-Office specially designated by the Director of the South

Seas Bureau is filled by a Postmaster specially appointed by him and manages the business of his office under order from the Director of the South Seas Bureau. (Vide "Regulations for the Organization of the South Seas Bureau Post-Offices" in the appended "Laws and Regulations")

N.B.—With regard to the business of post offices and the head of a specially designated post office the Regulations for the Organization of the South Seas Bureau Post-Offices were revised in June, 1931, by Imperial Ordinance No. 164.

The sites and names of the Post-Offices are as follows:—

Saipan Post-Office	Saipan Island
Tinian Post-Office	Tinian Island
Palau Post-Office	Korror Island in the Palau Group
Angaur Post-Office	Angaur Island in the Palau Group
Yap Post-Office	Yap Island
Truk Post-Office	Spring Island in the Truk Group
Ponape Post-Office	Ponape Island
Jaluit Post-Office	Jaluit Island

The members of the staff at the end of June, 1931 were as follows:—

Post-Office	Sonin rank Expert	Hannin rank		Employees		Total
		Expert Clerk	Assistant Clerk	Assistant Expert	Clerical	
Saipan	—	1	7	7	5	20
Yap	—	2	8	6	2	18
Palau	(1)	4	10	15	3	(1) 32
Angaur	—	—	3	3	1	7
Truk	—	1	5	5	1	12
Ponape	—	1	4	4	1	10
Jaluit	—	1	4	5	1	11
Total	(1)	10	41	45	14	(1) 110

N.B.—Figures in brackets represent the number of those holding additional posts.

(d) Communications Business.

(1) Postal Business.—As the Post-Offices are located in islands scattered over a great expanse of water and are widely separated from one another, communications are entirely dependent on ships, and all postal matters are despatched and received as and when vessels on regular services call at the respective islands. The occasions on which postal matters are despatched and received in a year number 19 at the Saipan Post-Office, 13 at the Yap Post-Office, 18 at the Palau and Angaur Post-Offices, and 11 each at the Truk, Ponape and Jaluit Post-Offices. When casual vessels call, advantage is taken of it to make an extraordinary despatch, so as to secure early delivery. Further, mail matters are being directly exchanged with the Dutch East Indies, the British Gilbert Islands, the Philippines and Guam under American rule. The dates on which the exchange was started and the exchange post offices are as follows:—

Date	Post-Office	Foreign territory	Foreign post office
Sept., 1926.....	Palau	Dutch East Indies	Menado, Celebes
Aug., 1927.....	Jaluit	British Gilbert Islands	Btaritary
Apr., 1930.....	Palau	The Philippines	Davao, Mindanao
Jan., 1931.....	Saipan	Guam	Guam

(2) Telegraphic Business.—Telegrams and wireless telegrams in Japanese or European languages, destined to or coming from Japan Proper or foreign countries, are dealt with, delivered, and transmitted.

Telegraphic business is accomplished by means of submarine cables and wireless telegraphy. There are two cables, one being the Yap-Nawa line and the other the Yap-Guam line. The former is used for sending and receiving telegrams to and from Japan Proper and foreign countries, and the latter for telegrams to and from the United States and the Philippines. (at present suspended on account of damage) There is another cable between Yap and Menado, but it is not at present in use. The Nawa line is part of the Yap-Shanghai line, but the Nawa-Shanghai line is not in use at present.

There is a wireless installation at every Post-Office, and the business of the Coast Stations and the Fixed Stations is there dealt with. The wireless in Palau is in direct communication with Japan Proper, and, besides connecting the Islands with Japan Proper, controls the connections between the Post-Office in the Islands. The wireless in Truk chiefly functions as intermediary between Palau and the Islands in the east, and being in direct communication with Rabaul (Bismarck Group), deals with messages between the Islands and other places in the Southern Pacific. The wirelesses of the other Post-Offices connect with each other. Further, at 11 a.m. every day the Palau wireless station broadcasts in English the atmospheric conditions observed in Palau, Saipan, Yap and Ponape at 6 a.m. that morning, using a 30-kilocycle frequency.

Rates for home telegrams are classified into two tariffs, namely, those between the Islands and Japan Proper and those between the various Islands, while those for foreign telegrams are the same as in Japan Proper. But the charges for wireless telegrams directly exchanged between the Islands and Rabaul (Bismarck Group), Nauru, Oceania, and Australia are subject to a special discount.

The telegraphic system is as follows:—

Domestic connection (including communications with Japan and China)	<div> Within Islands:—By wireless </div> <div> Between Islands and Japan, Manchuria and Chefoo:—By wireless and submarine cables. </div>
Foreign connection	<div> Between Islands and Rabaul, Nauru, Oceania and Australia:—By wireless via Truk. </div> <div> Between Islands and other foreign countries:—By submarine cables (via Yap), messages being transmitted by wireless within Islands. </div>

(3) Telephone Service.—In July, 1927, the “Rules for the Telephone Service in the South Sea Islands” were issued by the South Seas Bureau and subsequently the Palau Post-Office opened the service on September 1 of the same year and the Saipan Post-Office, on July 21, 1928. (Vide “Rules for the Telephone Service in the South Sea Islands” in Chapter X of the appended “Laws and Regulations”)

(4) Postal Money Order and Savings Banks Business.—Postal Money Orders for Japan Proper and foreign countries and the deposit and payment of postal savings are dealt with. The method of handling these branches of postal business is the same as in Japan Proper.

(e) Natives and Postal Organ.

It is a matter for congratulation that in recent days, along with the advance made by the natives in their conditions of life and the increase of communications among them, the number of persons who make use of postal organs is gradually on the increase, for it shows that they are beginning to appreciate the benefits of civilization. No statistics is available yet with regard to the extent to which the post, the telegraph, and the postal money order facilities are utilized by the natives but the following figures have been returned concerning the use by them of the postal savings banks. The authorities are encouraging natives to deposit their savings in postal savings banks, considering that it will help to foster a habit of thrift among them and promote their welfare.

The following table shows the extent of utilization of post, telegraph, postal money order and postal savings banks by the natives.

Year	Post				Telegraph				Money order				Savings				No. of new depositors
	Ordinary		Parcel		Sent	Re- ceived	No. of accounts	Sent		Paid		Deposited		Withdrawn			
	Re- ceived	De- livered	Re- ceived	De- livered				Amount	No. of accounts	Amount	No. of accounts	Amount	No. of accounts	Amount	No. of accounts		
1930.....	7,059	7,829	194	192	919	931	183	yen 5,869	140	yen 5,307	6,070	yen 66,292	1,774	yen 42,818	642		
1929.....	7,940	9,893	112	153	1,126	989	204	27,830	130	4,722	5,663	67,221	1,745	63,929	637		
1928.....	6,470	9,120	107	156	890	811	213	11,448	118	4,392	5,255	60,719	1,705	46,705	918		

(f) Expenditure.

The following table shows the expenditure needed for carrying on affairs of communications:—

	Estimates		Increase or decreased (decreased marked with *)	Settled Amounts 1930
	1931	1930		
	yen	yen		yen
Salaries	126,005	131,748	* 5,743	110,975
Office expenses	178,511	178,855	* 344	160,085
Articles purchased.....	6,840	6,840	—	3,314
Communications and transport.....	1,710	1,710	—	1,617
Repairs	12,821	12,821	—	4,716
Travelling expenses	17,405	17,405	—	14,791
Wages and allowances to em- ployees	137,110	137,110	—	134,402
Clothing.....	1,485	1,829	* 344	1,178
Miscellaneous	1,140	1,140	—	62
Undertakings in connection with communication works	158,439	166,828	* 8,389	150,906

	Estimates		Increase or decreased (decreased marked with *)	Settled Amounts 1930
	1931	1930		
	yen	yen		yen
Various outlays	—	—	—	1,352
Construction	12,170	3,919	8,251	5,730
Construction of new post offices ...	6,570	—	6,570	—
Construction of other buildings ...	5,600	3,919	1,681	5,730
Total	475,125	481,350	*6,225	429,049

N.B.—Amounts not exceeding 1 yen in settled accounts are omitted.

(g) Statistics concerning Postal Matters.

The following table gives statistical figures concerning postal matter, telegrams, money orders, postal saving banks and telephones dealt with by the Post-Office in successive years since 1926:—

Post.....	{ Ordinary mail	{ Received Delivered	No. of letters	1926	1927	1928	1929	1930
				431,625 561,320	447,766 618,704	569,704 934,083	673,969 988,975	971,673 1,223,947
	{ Parcels	{ Received Delivered	No. of parcels.....	4,747 17,192	5,778 20,670	6,042 24,233	6,481 26,354	7,808 29,009
Telegraph	{ Home telegrams.....	{ Despatched Received	No. of telegrams	56,509 56,587 71,757	74,460 69,364 127,201	83,971 79,372 111,596	82,301 89,973 101,793	87,704 95,343 83,493
	{ Foreign telegrams.....	{ Despatched Received	" " " "	879 237	724 320	966 364	1,211 351	1,573 351
				705	681	697	767	465
		{ Charges	{ " " " "	Amount Yen	38,622	42,860	45,514	46,653
Money Order and Savings	{ Money order	{ Issued.....	{ No. of accounts Amount Yen	24,732 3,071,829	31,172 3,748,965	33,389 3,835,688	36,006 4,071,210	40,945 4,205,701
	{ Savings	{ Paid	{ No. of accounts Amount Yen	5,283 3,173,269	5,930 3,645,788	6,993 3,972,091	6,046 3,503,759	7,046 3,535,014
		{ Deposited	{ No. of accounts Amount Yen	20,102 803,782	20,891 887,653	28,123 1,045,501	31,415 1,147,714	42,440 1,305,129
	{ Paid back	{ No. of accounts Amount Yen	6,698 639,900	6,667 687,454	7,685 797,494	8,621 885,337	11,956 1,044,107	
	{ Paid in	{ No. of accounts Amount Yen	7,099 245,582	9,697 346,885	11,666 390,753	12,552 461,351	16,334 583,961	
	{ Paid back	{ No. of accounts Amount Yen	640 573,510	1,162 1,062,715	1,250 1,084,489	1,601 1,437,319	1,828 1,649,819	
Telephone	{ Subscribers	{ Single		—	85	177	227	256
				—	—	2	4	4
	{ No. of messages.....			—	222,285	515,597	841,934	1,289,971
			{ Fee	—	8,329	12,474	15,364	16,516

N. B.—The number of telephone subscribers is that at the end of the fiscal year.

II. Transport by Sea.

A. Regular Service.

On the establishment of the South Seas Bureau in 1922, the Bureau made arrangements with the Nippon Yusen Kaisha to maintain a regular steamer service between Japan and the principle islands and with the Nanyo Boyeki Kaisha to do the same between the principal islands and adjacent isles, on granting the subsidies as follows:—

Year	Nippon Yusen Kaisha			Nanyo Boyeki Kaisha		
	Subsidies Yen	No. of vessels engaged	Total tonnage	Subsidies Yen	No. of vessels engaged	Total tonnage
1922	812,000	3	8,670	200,000	5	1,403
1923	650,000	3	5,092	160,000	5	1,403
1924	698,794	4	11,536	170,773	5	1,403
1925	600,000	4	11,536	160,000	5	1,403
1926	600,000	4	11,884	160,000	5	1,403
1927	536,290	4	11,884	170,000	5	1,403
1928	521,610	4	13,790	180,000	5	1,403
1929	603,100	5	16,234	169,900	5	1,403
1930	557,000	6	18,682	183,900	5	1,493
1931	538,000	7	20,894	173,800	5	1,493

N.B.—The figures for 1931 show estimates, while those for other years settled accounts.

Besides the above-mentioned services, in order to improve the communication between the islands composing the principal Groups, the Palau Transportation Guild, managing an inter-insular service in the Palau Group, has been in receipt of a subsidy since April, 1929, and an individual undertaker, managing similar service in the Truk Group, has enjoyed the like treatment since October, 1929, both being required to maintain regular services. The subsidies granted them are as follows:—

Year	Palau Transportation Guild		Service for Truk undertaken by private individual	
	Amounts of subsidy granted	No. of vessels employed	Amount of subsidy granted	No. of vessels employed
1929	5,600	2	1,100	1
1930	5,600	2	2,200	1
1931	5,600	2	2,200	1

N.B.—The figures for 1931 show estimates, while those for other years settled accounts.

The following is a description of the shipping services maintained during 1931:—

(I) The Nippon Yusen Kaisha Line.

The Nippon Yusen Kaisha operated four subsidized lines, these being, (1) an Eastern line, (2) a Western line, (3) line connecting the Eastern and Western lines, and (4) Saipan line.

(a) Eastern Line:—The Eastern line starts from Kobe and terminates at Jaluit, the places touched en route being Moji (Osaka on the return way), Yokohama, Futami, Saipan, Truk, Ponape and Kusaie. The total distance is 7,320 nautical miles and the voyage takes about 49 days. A regular service of six voyages a year is maintained on this line by the S.S. *Yawata Maru* (3,500 tons).

(b) Western Line:—The Western line starts from Kobe and terminates at Davao, Mindanao Island, the Philippines, calling at Moji (Osaka on the return way), Yokohama, Saipan, Tinian, Yap, Palau, Angaur (six times a year at Angaur), Sonsol, Togobai, (irregularly at Sonsol and Togobai) and Menado, Celebes, the Dutch East Indies en route, (not calling at Sonsol, Togobai and Menado on the outward voyage). The total distance is 6,990 nautical miles and the voyage takes about 45 days. A regular service of thirteen voyages a year is maintained on this line by the S.S. *Omi Maru* and the S.S. *Yamashiro Maru* of 3,400 tons each.

(c) Line connecting Eastern and Western Lines:—The starting point of this line is Kobe and terminus is Jaluit and the ports of call are Moji (Osaka on the return way), Yokohama, Palau, Angaur, Truk, Ponape and Kusaie. The total distance is 9,260 nautical miles and the voyage takes about 51 days. Five regular voyages are made a year by the S.S. *Kasuga Maru* (3,500 tons).

(d) Saipan Line:—This line starts from Kobe, touching en route at Moji (Osaka on the return way), Yokohama, Futami and Saipan, and terminates at Tinian. The total distance is 3,790 nautical miles and the voyage takes about 27 days. A regular service of ten voyages a year is maintained on the line by the S.S. *Chikugo Maru* (2,400 tons) and the S.S. *Chikuzen Maru* (2,400 tons).

(II) The Nanyo Boyeki Kaisha Lines.

The subsidized lines of the Nanyo Boyeki Kaisha (South Seas Trading Co.) are as follows:—

(a) Mariana Line:—With Saipan as centre, this line extends to the southern islands and the northern islands of the Mariana group. A sailing vessel equipped with an auxiliary engine is employed.

Line	Places visited	No. of voy- ages a year	Distance	No. of days required
Rota	Plies between Saipan and Rota.	12	150 n. miles	5
Northern islands.....	Starts from Saipan and visits northern islands.	5	470 n. miles	13

(b) Yap, Palau and Isolated Isles Line:—This line starts from Yap and Palau and reaches isles under the jurisdiction of the Yap and Palau Branch Bureaux. From Yap the vessel sails to isles under the jurisdiction of the Yap Branch Bureau and returns to Yap, and sails to Palau after visiting isles between Yap and Palau. From the latter the vessel sails to isles under the jurisdiction of the Palau Branch Bureau and returns to Palau. Again, she returns to Yap after visiting various isles on the way. A sailing vessel equipped with an auxiliary engine is used.

Line	Places visited	No. of voy- ages a year	Distance	No. of days required
Yap and isolated isles	Isles under jurisdiction of Yap Branch Bureau.	4	1,400 n. miles	37
Ngula	Isles between Yap and Palau.	4	285 „	3
Palau and isolated isles	Isles under jurisdiction of Palau Branch Bureau.	4	766 „	26

(c) Ponape, Truk and Isolated Isles Line:—This line connects Ponape with isles under the jurisdiction of the Ponape Branch Bureau as well as Truk and isles under the jurisdiction of the Truk Branch Bureau. The vessel starts from Ponape and after visiting isles under the jurisdiction of the Ponape Branch Bureau returns to Ponape. She then sails for Truk, whence she visits isles under the jurisdiction of the Truk Branch Bureau, and after calling at Kaving in the district under Australian mandate, arrives at Rabaul, which is her final destination. On her way home to Truk from the last named isle, she again calls at the same isles and finally returns to Ponape. A single steamer is employed in this service.

Line	Places visited	No. of voy- ages a year	Distance	No. of days required
Truk and Isolated isles.....	Eastern line: Truk, Lossop, Namolok, Mortlock, Kaving and Rabaul.	4	1,740 n. miles	22
	Western line: Truk, Hall, Ulul and Enderby.	3	465 „	6
Ponape and Isolated isles...	Eastern line: Ponape, Mokil, Pineglap, Kusaie, Vjelang, Einiwetok and Enshoby.	3	1,524 „	25
	Western line: Ponape, Paking, Ngatik, Nukuoro, Greenwich and Orolock.	3	1,240 „	24

(d) Marshall Group Line:—This line is served by a steamer and a sailing vessel equipped with an auxiliary engine. One of them plies between Ratack and Ralick isles with Jaluit as centre and the other sails to the Gilbert Islands after visiting Ratack and Ralick.

Line	Places visited	No. of voy- ages a year	Distance	No. of days required
Eastern	Ratack Chain.	8 by two ves- sel.	1,280 n. miles by steamer.	24
			995 n. miles by sailing ves- sel.	26
Western.....	Ralick Chain calling at Quajelin, Rae and Higinni (at Rongelick twice a year).	8 by two ves- sel.	880 n. miles by steamer.	12
			1,280 n. miles by sailing ves- sel.	30
Gilbert	Isles between Jaluit and Gilbert.	8 by two ves- sel.	540 n. miles by sailing ves- sel.	22

Hitherto, when the inhabitants of isolated isles desired to visit one of the seats of the Branch Bureaux, they had to depend on the irregular services of the Nanyo Boyeki Kaisha or undertake hazardous voyages by canoes for distances varying between fifty and a hundred nautical miles, which not infrequently resulted in disasters. Since the regular services have been started, however, many native passengers avail themselves of them and in consequence disasters on the high seas have decreased. Particularly welcome is the fact that the service enables many patients from isolated isles to come to receive

treatment at the South Seas Bureau Hospital. When travelling by subsidized lines (but only within the Islands), native passengers, if they desire, are afforded special accommodation as so-called "deck passengers."

(III) Inter-Insular Line.

(a) For the communication between the islands constituting the Palau Group, a subsidized line is maintained by the Palau Transportation Guild, (having an office in Korrör Island) connecting, in turn, the eastern and western coasts of the Group, and Pelilu and Angaur Islands, with Korrör as its centre. 216 voyages are made a year, the aggregate mileage covered being 14,376 nautical miles.

(b) Another subsidized line is maintained for communication between the islands constituting the Truk Group. With Summer Island as its centre, it connects Spring, Autumn, Winter, Monday, Wednesday and Friday Islands. 216 voyages are made a year, the aggregate distance covered being 8,805 nautical miles.

B. Tramp Vessels.

A freight steamer of between 5,000 and 6,000 tons plies between Japan and Angaur more than ten times a year to carry phosphate. A sailing vessel of the Shimizu Co., a Japanese concern, sails several times a year between Saipan and Guam.

III. Harbours.

Since they possess coral reefs, which serve as a breakwater, most of the bays of the islands in the South Seas have comparatively promising natural qualifications for good harbours. They are, however, in such a condition that more or less work is needed in order to make them really serviceable.

At present, the harbours in the principal islands are equipped with various temporary works, but are far from being satisfactory. Accordingly, plans have been made for their gradual improvement. To begin with, in 1924, surveys of the harbour of Saipan, the most important island in respect of productive industry, were initiated, and on the basis of the surveys made, harbour works were inaugurated in 1926 at the bay of Tanapak in Saipan Island. This enterprise was first planned to be a work extending for four consecutive years to be completed in 1929, but due to certain reason connected with the progress of the work, the time needed for its completion was extended by two more years and the resultant shortage in the amount of the necessary expenditure being made good, it will be completed in 1931 at a cost of 1,050,640 yen. When it is completed, vessels of 3,000 tons will be able to enter and leave the harbour during the day-time at all states of the tide.

Besides the above-mentioned work, improvement of the connection between land and sea at the harbour of Makal in Palau Island was planned and taken up in 1925. This work was completed in 1930. Thanks to it, the passage by steam-launches was shortened to one-third of what it formerly

was. Furthermore, in order to make the connection between land and sea still better, a plan was conceived to construct a wharf at an estimated cost of 84,709 yen by utilizing a small bay immediately lying in front of the newly-opened channel. This work was started in 1931 and is expected to be completed in 1933.

The following tables show the expenditure defrayed for harbour works since 1922 and the estimates therefor for the fiscal year of 1931:—

	Harbour Works Expenditure (Settled Accounts)
	yen
1922	3,916
1923	6,771
1924	19,656
1925	12,924
1926	94,145
1927	307,896
1928	293,369
1929	183,013
1930	159,826

N. B.—(1) Except in the case of the expenditure for the improvement of Saipan harbour, the above table does not include salaries and travelling expenses of experts and expenses for the superintendence of the work.

(2) An amount of 29,654 yen was carried forward to the fiscal year 1931 from the estimates for the fiscal year 1930 for the improvement of Saipan harbour.

HARBOUR WORKS ESTIMATES FOR 1931.

	yen
Improvement of Saipan Harbour	117,458
Construction of a wharf at Palau Harbour	20,679
Construction of breakwater at Jabour Island, Jaluit	6,000
Construction of a pier at Sonson Harbour, Tinian Island	20,000
Maintenance of harbours	3,167
Total	167,304

N. B.—The above table does not include salaries and travelling expenses of experts and other expenses necessarily incurred for the superintendence of the works except those for the improvement of Saipan Harbour.

With regard to the control of harbours, the “Rules for the Control of Shipping in the South Sea Islands” contains a few provisions thereanent, but these being found insufficient, the authorities enacted the “Rules for the Control of Ports of Communication in the South Sea Islands” in November, 1927. The ports of communication to which these Rules are applied are the nine ports of Saipan, Tinian, Yap, Palau, Angaur, Truk, Ponape, Kusaie and Jaluit. (Vide “Rules for the Control of Ports of Communication in the South Sea Islands” in Chapter X of the appended “Laws and Regulations”)

N. B.—Tinian Harbour was added to the list of ports of communication in 1929.

IV. Nautical Marks:

A light-house stands at the entrance of the harbour of Palau in the Palau Group. It is of the fifth class and shows a white light. Water-courses are shown at anchorages at the principal islands, by fixed marks or floating buoys. These are marked on the Chart and in case any of them is damaged, lost or otherwise made unserviceable, it is immediately repaired or renewed. Further, all important matters concerning nautical marks are publicly announced.

With regard to these marks, the "Rules concerning Nautical Marks in the South Sea Islands" were promulgated in October, 1925, showing the rules to be followed in their installation and control. (Vide "Rules concerning Nautical Marks" in Chapter X of the appended "Laws and Regulations").

In the principal harbours vessels are moored at anchor for the purpose of allowing vessels to be moored to them. By virtue of the "Provisions concerning Charges for Use of Mooring Buoys Belonging to the South Seas Bureau," which were promulgated in October, 1927, together with the "Rules for the Control of Ports of Communication in the South Sea Islands," fees are charged on vessels, except Japanese and foreign men-of-war, for their use, according to the under-mentioned scale, for every 24 hours or fraction thereof. (Vide "Provisions concerning Charges for Use of Mooring Buoys Belonging to the South Seas Bureau" in Chapter X of the appended "Laws and Regulations") :—

Vessels not exceeding 5,000 tons	Yen 10
Vessels exceeding 5,000 tons	Yen 15

The following table shows the number of nautical marks which existed at the end of April, 1931 :—

Branch Bureau	Light-house	Floating buoys	Fixed marks for large vessels	Guiding post	Total	Buoys for mooring vessels
Saipan.....	—	3	—	—	3	—
Tinian.....	—	2	—	—	2	1
Yap.....	—	2	17	1	20	1
Palau	1	5	28	—	34	1
Angaur	—	—	—	—	—	4
Truk	—	2	5	—	7	—
Ponape	—	4	9	—	13	2
Kusaie	—	—	5	1	6	—
Jaluit	—	3	5	—	8	1
Total	1	21	69	2	93	10

The estimated expenditure and settled accounts on nautical marks are shown in the following table :—

	1931	1930	Increase or Decrease (*)	Settled accounts for 1930
	yen	yen	yen	yen
Management	900	1,445	* 545	435
Repairs	21,329	21,329	—	17,852
Total	22,229	22,774	* 545	18,288

N.B.—(1) Amounts not exceeding 1 yen are omitted.

(2) The above table does not include salaries and other similar expenses.

V. Railways.

There is no railway in the Islands for the public. The only railways existing are a light railway in Angaur constructed for the carriage of phosphate, and another, 48 miles in length, constructed in Saipan and yet another, 24 miles in length, constructed in Tinian by the Nanyo Kohatsu Kaisha for the benefit to its sugar industry. Of the railway in Saipan, the section between Garapan and Charankanoa, about 4 miles, is open for traffic for the convenience of the public.

VI. Highways.

The Islands being surrounded by coral reefs and the sea calm, intercourse by means of canoes is very easy, but the roads in the interior are far from being good. In fact, except in the neighbourhood of the offices of the South Seas Bureau and Branch Bureaux in the principal islands, there are only foot-paths for natives to travel along. It is rather difficult to construct highways, as there is little flat ground, but to further the economic development of the Islands, the South Seas Bureau has been and is endeavouring to improve and construct highways by degrees.

The following figures show the progress of the work done year by year since 1922 :—

Year	Length of roads improved or constructed (Metres)	Area of ground occupied (Square metres)	Expenditure (yen)
1922	6,806	29,110	12,032
1923	10,672	34,357	14,694
1924	5,121	68,928	18,945
1925	8,567	29,550	29,599
1926	20,258	54,820	26,375
1927	18,337	14,619	25,011
1928	7,971	28,652	42,165
1929	6,001	23,929	31,546
1930	13,177	57,264	39,298
1931	18,177	66,729	64,345

N.B.—(1) The expenditure mentioned in the above table does not include salaries and other similar expenses.

(2) The figures for 1931 show estimates, while those for the other years settled accounts.

CHAPTER X.

Trade.

I. General Remarks.

Trade carried on in the mandated territory may be classified as trade between the territory and Japan and its colonies and that between the territory and foreign countries. Most of the trade is conducted between the territory and Japan and its colonies.

The export and import between the Islands and Japan and its colonies are carried on at the nine ports of communication, namely, Saipan, Tinian, Yap, Palau, Angaur, Truk, Ponape, Kusaie and Jaluit.

No duties are imposed on such imports and exports, in principle, but as an exception there is the institution of port clearance dues, of which a detailed account is given in Chapter III under the heading of Finance.

Trade with foreign countries is carried on at Saipan, Palau, Angaur, Truk and Jaluit. No duties are imposed on exports, but customs duties are collected on imports. This is fully described in Chapter III under the heading of Finance.

II. Export.

The chief articles of export are phosphate, sugar, copra, dried bonito, and alcohol, the combined value of those commodities constituting 90 per cent of the total value of exports. The amount of export of nilotic-top shell and sea-slugs depends on the condition of their multiplication, so that the value of those articles exported differs from year to year.

The total value of the exports for the year 1930 was about 10,691,000 yen. The chief articles of export were sugar, valued at about 6,784,000 yen; copra, about 1,709,000 yen; phosphate, about 1,185,000 yen; dried bonito, about 198,000 yen and alcohol, about 261,000 yen. As compared with the preceding year, the total value of exports showed an increase of about 3,051,000 yen. This was due to the fact that the value of export of sugar was more than double of that for the preceding year and increased by about 3,520,000 yen.

Nearly all the exports go to Japan, the exports to foreign countries being very small quantities of miscellaneous articles going to Guam from Saipan and to the Gilbert Islands from Jaluit.

III. Import.

The chief articles of import are rice and other foodstuffs and drinks, cloth and articles made of cloth, articles made of metal, timber and articles made of wood, oil and wax and fat and articles made thereof, and machinery. The combined value of these articles constitutes about 70 per cent of the total value of the imports.

The total value of imports for the year 1930 was 5,718,000 yen, in round figures. The chief articles of import were foodstuffs, beverages and tobacco valued at 1,263,000 yen; cereals and starch, 896,000 yen; timber and articles made of wood, 394,000 yen; cloth and articles made of cloth, 396,000 yen; articles made of metal, 264,000 yen; oil, fat and wax and articles made thereof, 299,000 yen; machinery, 545,000 yen. As compared with the preceding year the total value showed a decrease of 1,403,000 yen, but showed an increase of 936,000 yen against that for 1928. This was due to the fact a new sugar factory being established in Tinian in 1929, much machinery needed there was imported.

Nearly all the imports come from Japan, only small quantities of copra and miscellaneous articles being imported from Menado in Celebes in the Dutch East Indies, the Gilbert Islands and Guam, sugar from Java and rice from Celebes of the Dutch East Indies and China. The copra is re-exported to Japan and none is consumed in the Islands and the sugar is used as material for manufacturing sugar at Saipan. The rice is imported by the Nanyo Kohatsu Kaisha for tenants and farmers growing sugar canes in Saipan Island.

IV. Trade Statistics.

The following table shows exports and imports.

I. EXPORTS AND IMPORTS SINCE 1928.

Year	Export			Import			Aggregate total of Export and Import		
	Export to Japan	Export to foreign countries	Total	Import from Japan	Import from foreign countries	Total	Export to and import from Japan	Export to and import from foreign countries	Total
	yen	yen	yen	yen	yen	yen	yen	yen	yen
1926.....	6,175,553	87,334	6,262,887	4,090,719	211,176	4,301,895	10,266,272	298,510	10,564,782
1927.....	8,180,937	40,609	8,221,546	3,621,167	193,344	3,814,511	11,802,104	233,953	12,036,057
1928.....	8,084,471	94,345	8,178,816	4,584,659	197,930	4,782,589	12,669,130	292,275	12,961,405
1929.....	7,559,714	78,355	7,638,069	6,493,954	628,525	7,122,479	14,053,668	706,880	14,760,548
1930.....	10,628,622	61,380	10,690,002	5,461,496	257,429	5,718,925	16,090,118	318,809	16,408,927
Jan.-June, 1931	8,801,195	5,686	8,806,881	2,792,159	119,550	2,911,709	11,593,354	125,236	11,718,590

II. EXPORTS SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
		yen		yen		yen		yen
I Plants and animals		2,305		12		50		—
II Grain, flour, starch, seeds...		28,322		15,103		5,429		6,160
1 Hemp		—		—		—		—
2 Ivory nut		13,700	tons	4,645	tons	4,848	tons	5,750
3 Others		14,622	40	10,458	53	581	80	410
III Foodstuffs and cigarettes ...		4,050,076		3,538,342		7,230,470		7,438,216
1 Vegetables, fruits		7,279		8,574		12,736		10,457
2 Sugar	piculs	3,917,673	piculs	3,250,107	piculs	6,784,853	piculs	7,080,978
3 Dried bonito	178,139		162,496		340,340		486,403	
	kgr.		kgr.		kgr.		kgr.	
4 Dried Sea-slugs	15,740	28,995	120,145	146,581	215,441	298,129	228,497	230,095
5 Alcoholic beverages ...		19,628	54,408	28,542	31,549	24,559	6,940	3,525
6 Non-alcoholic beverages		18,949	69	51,637	85	82,532	17	25,329
7 Cigarettes		6,379	1	785	1	740		—
8 Others		51,173		52,066		180		—
IV Fur, leather, bone, horn, shell and articles made thereof		88,409		118,189		80,289		2,800
1 Tortoise-shell and articles made thereof ...		65		—	head	45	kgr.	600
	tons		tons		4		263	
2 Nilotic-top-shell	189	75,711	179	80,841	122	57,218	11	2,000
3 Pearl	pieces	1,240	pieces	3,681	pieces	4,456		—
4 Sponge		—		36,810		22,280		—
5 Others		233		538		746		200
V Oil, fat, wax and articles made thereof		2,579		2,742		3,028		609
VI Medicines, chemicals, preparations thereof and explosives		331,821		383,800		267,507		129,708
1 Alcohol	kilolitres	720	kilolitres	849	kilolitres	938	kilolitres	460
2 Others		7,119		1,480		6,507		2,308
VII Dyes, cosmetics and paints.		264		465		272		43
VIII Thread, cord, rope and articles made thereof		1,181		1,434		800		66
1 Cotton		—		—		46		—
2 Others		1,181		1,434		754		66
IX Cloth and articles made thereof		17,974		14,981		12,571		2,412
X Clothes and trinkets		1,615		2,903		2,305		592
XI Pulp, paper, articles made of paper, books and pictures		268		527		739		320
XII Minerals and articles made thereof		1,468,113		1,540,388		1,193,271		324,188
1 Phosphate	tons	68,213	tons	1,533,174	tons	1,185,736	tons	323,960
2 Others		6,477		7,214	56,383	7,535	16,070	228
XIII Porcelain, glass and articles made thereof		216		289	272	344	11	13
XIV Ores and metals		976		1,411		724		855
XV Articles made of metal		2,552		6,940		5,518		5,805
XVI Clocks, machines for scientific purposes, fire-arms, wagons, vessels and machines		1,066		6,169		23,176		54,331
XVII Miscellaneous goods		2,181,079		2,004,374		1,863,509		840,763
1 Copra	tons	9,994	tons	1,854,339	tons	1,709,595	tons	736,601
2 Timber and articles made of wood		3,222		6,552		5,258		1,357
3 Charcoal		132,039	tons	110,575	kgr.	82,965	kgr.	22,396
4 Others		81,242		32,908		65,691		80,409
Total		8,178,816		7,638,069		10,690,002		8,806,881

- N.B.—(1) The great excess of sugar exported during the first half of 1931 over that during 1930 is due to an increase in the amount of the article manufactured. It is manufactured between December and September of the following year, so that naturally it is exported in large quantities during the first half of year and in small quantities during the second half.
- (2) The decrease in value of alcohol exported is not due to a decrease in quantity, but is owing to a fall of its market price.

III. EXPORTS TO JAPAN SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen
I Plants and animals		2,305		12		50		—
II Grain, flour, starch, seeds...		16,134		4,670		4,931		5,850
1 Hemp		—		—		—		—
2 Ivory nut		13,700	tons 40	4,645	tons 53	4,848	tons 80	5,750
3 Others		2,434		25		83		100
III Foodstuffs and cigarettes...		4,019,685		3,518,772		7,196,721		7,436,653
1 Vegetables, fruits		7,259		8,501		12,736		10,436
2 Sugar	piculs 178,077	3,916,297	piculs 162,443	3,248,905	piculs 340,325	6,784,646	piculs 486,393	7,080,867
3 Dried bonito	kgr. 15,740	28,995	kgr. 120,012	146,231	kgr. 215,441	298,129	kgr. 228,497	230,095
4 Dried sea-slugs		19,628	kilolitres 54,408	28,542	kilolitres 31,549	24,559	kilolitres 6,940	3,525
5 Alcoholic beverages ...		18,453	34	41,690	35	58,501	17	25,300
6 Non-alcoholic beverages		—		—		—		—
7 Cigarettes		—		—		—		—
8 Others		29,053		44,903		18,150		86,430
IV Fur, leather, bone, horn, shell and articles made thereof		88,273		118,111		80,280		2,800
1 Tortoise-shell and articles made thereof ...		65		—	head 4	45	kgr. 263	600
2 Nilotic-top-shell	tons 189	75,711	tons 179	80,841	tons 122	57,218	tons 11	2,000
3 Pearl	pieces 1,240	12,400	pieces 3,681	36,810	pieces 4,456	22,280		—
4 Sponge		—		—		—		—
5 Others		97		460		737		200
V Oil, fat, wax and articles made thereof		775		1,323		1,080		10
VI Medicines, chemicals, preparations thereof and explosives		325,409		383,534		264,584		129,667
1 Alcohol	kilolitres 720	324,702	kilolitres 849	382,320	kilolitres 938	261,000	kilolitres 460	127,400
2 Others		707		1,214		3,584		2,267
VII Dyes, cosmetics and paints.		37		—		—		—
VIII Thread, cord, rope and articles made thereof		128		—		122		—
1 Cotton		—		—		46		—
2 Others		128		—		76		—
IX Cloth and articles made thereof		1,347		255		4,121		510
X Clothes and trinkets		159		1,020		1,210		450
XI Pulp, paper, articles made of paper, books and pictures		7		—		408		250
XII Minerals and articles made thereof		1,461,636		1,533,174		1,185,736		323,970
1 Phosphate	tons 68,213	1,461,636	tons 70,158	1,533,174	tons 56,383	1,185,736	tons 16,070	323,960
2 Others		—		—		—	tons 2	10
XIII Porcelain, glass and articles made thereof		12		—		180		—
XIV Ores and metals		231		—		502		825
XV Articles made of metal		332		4,820		4,562		5,735
XVI Clocks, machines for scientific purposes, fire-arms, wagons, vessels and machines		476		3,563		22,363		53,980
XVII Miscellaneous goods		2,167,525		1,990,460		1,861,772		840,495
1 Copra	tons 9,994	1,964,576	tons 9,777	1,854,339	tons 12,493	1,709,595	tons 6,460	736,601
2 Timber and articles made of wood		1,729		4,613		4,910		1,324
3 Charcoal		132,039	tons 1,922	110,563	kgr. 1,270,924	82,965	kgr. 433,318	22,373
4 Others		69,181		20,945		64,302		80,197
Total		8,084,471		7,559,714		10,623,622		8,801,195

N.B.—(1) The great excess of sugar exported during the first half of 1931 over that during 1930 is due to an increase in the amount of the article manufactured. It is manufactured between December and September of the following year, so that naturally it is exported in large quantities during the first half of year and in small quantities during the second half.

(2) The decrease in value of alcohol exported is not due to a decrease in quantity, but is owing to a fall in its market price.

IV. EXPORTS TO FOREIGN COUNTRIES SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen
I Plants and animals		—		—		—		—
II Grain, flour, starch, seeds...		12,188		10,433		498		310
1 Hemp		—		—		—		—
2 Ivory nut		—		—		—		—
3 Others		12,188		10,433		498	kgr. 1,955	310
III Foodstuffs and cigarettes...		30,391		19,570		33,749		1,563
1 Vegetables, fruits		20		73		—		21
2 Sugar	piculs 62	1,376	piculs 53	1,202	piculs 15	207	piculs 10	111
3 Dried bonito		—	kgr. 133	350		—		—
4 Dried Sea-slugs		—		—		—		—
5 Alcoholic beverages ...		496	kilolitres 35	9,947	kilolitres 50	24,031	kilolitre 0.04	29
6 Non-alcoholic beverages		6,379	kilolitre 1	785	kilolitre 1	740		—
7 Cigarettes		—	kgr. 114	50		180		—
8 Others		22,120		7,163		8,591		1,402
IV Fur, leather, bone, horn, shell and articles made thereof		136		78		9		—
1 Tortoise-shell and articles made thereof ..		—		—		—		—
2 Nilotic-top-shell		—		—		—		—
3 Pearl		—		—		—		—
4 Sponge		—		—		—		—
5 Others		136		78		9		—
V Oil, fat, wax and articles made thereof		1,804		1,419		1,948		599
VI Medicines, chemicals, preparations thereof and explosives		6,412		266		2,923		41
1 Alcohol		—		—		—		—
2 Others		6,412		266		2,923		41
VII Dyes, cosmetics and paints.		227		465		272		43
VIII Thread, cord, rope and articles made thereof		1,053		1,434		678		66
1 Cotton		—		—		—		—
2 Others		1,053		1,434		678		66
IX Cloth and articles made thereof		16,627		14,726		8,450		1,902
X Clothes and trinkets		1,456		1,883		1,095		142
XI Pulp, paper, articles made of paper, books and pictures		261		527		331		70
XII Minerals and articles made thereof		6,477		7,214		7,535		218
1 Phosphate		—		—		—		—
2 Others		6,477		7,214	tons 272	7,535	tons 9	218
XIII Porcelain, glass and articles made thereof		204		289		164		13
XIV Ores and metals		745		1,411		222		30
XV Articles made of metal		2,220		2,120		956		70
XVI Clocks, machines for scientific purpose, fire-arms, wagons, vessels and machines		590		2,606		813		351
XVII Miscellaneous goods		13,554		13,914		1,737		268
1 Copra		—		—		—		—
2 Timber and articles made of wood		1,493		1,939		348		33
3 Charcoal		—	kgr. 76	12		—	kgr. 376	23
4 Others		12,061		11,963		1,389		212
Total		94,345		78,355		61,380		5,686

V. IMPORTS SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
		<i>yen</i>		<i>yen</i>		<i>yen</i>		<i>yen</i>
I Plants and animals.....		11,100		4,143		3,749		6,054
II Grain, flour, starch, seeds...		858,139		1,002,410		896,825		412,232
1 Rice and unhulled rice.		730,306		800,533	piculs 73,094	767,058	piculs 50,345	358,209
2 Others		127,833		201,877		129,767		54,023
III Foodstuffs and cigarettes...		1,235,849		1,242,942		1,263,678		624,766
1 Vegetables, fruits		32,500		32,527		33,431		29,600
2 Sugar	piculs 7,272	152,530		76,977	piculs 2,694	56,619	piculs 1,556	29,885
3 Salt		10,609		8,338	kgr. 96,115	8,836	kgr. 46,541	5,298
4 Alcoholic beverages ...		255,000		226,091		237,146	kilolitres 166	118,476
5 Fruit juice, mineral and non-alcoholic beverages		52,414		42,012		29,956	kilolitres 38	17,437
6 Cigarettes		229,753		243,749		262,888		128,312
7 Others		503,043		613,198		634,802		295,758
IV Fur, leather, bone, horn, shell and articles made thereof		19,365		29,509		16,839		5,453
V Oil, fat, wax and articles made thereof.....		253,230		298,087		299,673		179,075
1 Petroleum oil		104,745		104,336	kilolitres 386.2	66,347	kilolitres 267	41,860
2 Others		148,485		193,751		233,326		137,215
VI Medicines, chemicals, pre- parations thereof and ex- plosives		61,672		110,561		190,994		68,396
VII Dyes, cosmetics and paints.		38,975		47,473		27,998		13,508
VIII Thread, cord, rope and articles made thereof.....		92,497		123,606		36,772		17,284
IX Cloth and articles made thereof		385,555		362,294		396,537		327,270
X Clothes and trinkets		198,773		228,838		161,123		81,428
XI Pulp, paper, articles made of paper, books and pictures		96,202		89,671		67,879		38,065
XII Minerals and articles made thereof		237,286		217,248		350,480		195,806
1 Coal.....	tons 6,282	151,066		113,919	tons 15,380	267,764	tons 11,055	153,827
2 Others		86,220		103,329		82,716		41,979
XIII Porcelain, glass and articles made thereof.....		38,303		49,137		64,958		24,291
XIV Ores and metals		42,464		152,105		264,540		88,450
XV Articles made of metal.....		299,665		518,839		196,771		87,955
XVI Clock, machines for scien- tific purposes, fire-arms, wagons, vessels and machines		222,735		1,539,704		545,848		215,015
1 Vessels		27,329		23,421		5,950		11,296
2 Others		195,406		1,516,283		539,898		203,719
XVII Miscellaneous goods		690,779		1,105,912		934,261		526,661
1 Copra	tons 662	111,744	tons 755	128,504	tons 563	75,790	tons 155	19,632
2 Timber and articles made of wood.....		311,701		454,235		394,951		1,961,142
3 Charcoal		803		112		—		—
4 Others		266,531		523,061		463,520		310,887
Total		4,782,589		7,122,479		5,718,925		2,911,709

N.B.—The unusually large amount of imports during 1929 is chiefly due to a great increase in amount of clocks and implements for scientific purposes, fire-arms, wagons, vessels and machinery imported, which were needed for the establishment of a sugar factory in Tinian Island.

VI. IMPORTS FROM JAPAN SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
		<i>yen</i>		<i>yen</i>		<i>yen</i>		<i>yen</i>
I Plants and animals		3,750		1,495		3,680		5,887
II Grain, flour, starch, seeds...		856,937		710,726		746,771		385,176
1 Rice and unhulled rice.	piculs 63,525	729,146		509,215	piculs 54,892	617,068	piculs 46,089	331,190
2 Others		127,791		201,511		129,703		53,986
III Foodstuffs and cigarettes...		1,165,646		1,231,986		1,250,182		620,395
1 Vegetables, fruits		32,403		32,301		32,937		29,581
2 Sugar	piculs 1,310	83,156		68,125	piculs 2,227	50,849	piculs 1,264	26,668
3 Salt		10,608		8,388	kgr. 96,615	8,836	kgr. 46,541	5,298
4 Alcoholic beverages ...		255,000		226,091		237,146	kilolitres 165	117,753
5 Fruit juice, mineral and non-alcoholic beverages		52,338		42,007		29,956	kilolitres 38	17,437
6 Cigarettes		229,726		243,544		262,525		128,268
7 Others		502,415		611,530		627,933		295,385
IV Fur, leather, bone, horn, shell and articles made thereof		19,247		29,406		16,398		5,023
V Oil, fat, wax and articles made thereof.....		252,827		295,189		297,867		178,927
1 Petroleum oil		104,745		104,336	kilolitres 386	66,323	kilolitres 267	41,860
2 Others		148,082		190,853		231,544		137,067
VI Medicines, chemicals, pre- parations thereof and ex- plosives		61,642		110,249		189,916		67,930
VII Dyes, cosmetics and paints.		38,870		47,350		27,970		13,468
VIII Thread, cord, rope and articles made thereof.....		92,494		123,327		36,735		17,262
IX Cloth and articles made thereof		383,794		358,113		395,166		327,060
X Clothes and trinkets		198,177		227,650		159,432		81,073
XI Pulp, paper, articles made of paper, books and pictures		96,182		89,272		67,429		37,976
XII Minerals and articles made thereof.....		237,286		216,854		349,731		131,378
1 Coal	tons 6,282	151,066		113,919	tons 15,380	267,764	tons 5,704	89,411
2 Others		86,220		102,935		81,967		41,967
XIII Porcelain, glass and articles made thereof.....		38,294		48,976		64,923		24,291
XIV Ores and metal.....		42,464		151,957		264,535		88,450
XV Articles made of metal.....		298,963		514,202		194,691		87,719
XVI Clocks, machines for scien- tific purposes, fire-arms, wagons, vessels, and machines		222,236		1,363,387		538,996		214,271
1 Vessels		27,329		23,421		2,950		11,296
2 Others		194,907		1,339,966		536,046		202,975
XVII Miscellaneous		575,850		973,815		857,074		505,873
1 Copra		—		—		—		—
2 Timber and articles made of wood.....		311,661		453,825		394,707		195,938
3 Charcoal		803		112		—		—
4 Others		263,386		519,878		462,367		309,935
Total		4,584,659		6,493,954		5,461,496		2,792,159

N.B.—The unusually large amount of imports during 1929 is chiefly due to a great increase in amount of clocks, implements for scientific purposes, fire-arms, wagons, vessels and machinery imported, which were needed for the establishment of a sugar factory in Tinian Island.

VII. IMPORTS FROM FOREIGN COUNTRIES SINCE 1928.

Classification	1928		1929		1930		Jan.-June, 1931	
	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen	Quantity	Value yen
I Plants and animals		7,350		2,648		69		167
II Grain, flour, starch, seeds...		1,202		291,684		150,054		27,056
1 Rice and unhulled rice.		1,160	piculs 33,167	291,318	piculs 18,202	149,990	piculs 4,256	27,019
2 Others		42		366		64		37
III Foodstuffs and cigarettes...		70,203		10,956		13,496		4,371
1 Vegetables, fruits		97		226		494		19
2 Sugar	piculs 5,962	69,374	piculs 695	8,852	piculs 467	5,770	piculs 292	3,217
3 Salt		1		—		—		—
4 Alcoholic beverages ...		—		—		—	kilolitres 0.3	718
5 Fruit juice, minerals and non-alcoholic beverages		76		5		—		—
6 Cigarettes		27		205		363		44
7 Others		628		1,668		6,869		373
IV Fur, leather, bone, horn, shell and articles made thereof		118		103		441		430
V Oil, fat, wax and articles made thereof		403		2,898		1,806		148
1 Petroleum oil		—		—	kilolitres 0.2	24		—
2 Others		403		2,898		1,782		148
VI Medicine, chemicals, pre- parations thereof and ex- plosives		30		312		1,078		466
VII Dyes, cosmetics and paints.		105		123		28		40
VIII Thread, cord, rope and articles made thereof		3		279		37		22
IX Cloth and articles made thereof		1,761		4,181		1,371		210
X Clothes and trinkets		596		188		1,691		355
XI Pulp, paper, articles made of paper, books and pictures		20		399		450		89
XII Minerals and articles made thereof		—		394		749		64,428
1 Coal		—		—		—	tons 5,351	64,416
2 Others		—		394		749		12
XIII Porcelain, glass and articles made thereof		9		161		35		—
XIV Ores and metals		—		148		5		—
XV Articles made of metal		702		4,637		2,080		236
XVI Clocks, machines for scien- tific purposes, fire-arms, wagons, vessels and machines		499		176,317		6,852		744
1 Vessels		—		—		3,000		—
2 Others		499		176,317		3,852		744
XVII Miscellaneous goods		114,929		132,097		77,187		20,788
1 Copra	tons 662	111,744	tons 755	128,504	tons 563	75,790	tons 155	19,632
2 Timber and articles made of wood		40		410		244		204
3 Charcoal		—		—		—		—
4 Others		3,145		3,183		1,153		952
Total		197,930		628,525		257,429		119,550

N.B.—(1) The large import of rice during the recent years is accounted for by the import of a great deal of foreign rice for the benefit of the tenants and farmer labourers of the Nanyo Kohatsu Kabushiki Kaisha in Saipan Island.

(2) The large import of clocks, implements for scientific purposes, fire-arms, wagons, vessels and machinery during 1930 was due to the demands of the sugar factory in Tinian Island.

CHAPTER XI.

Moral and Material Well-being of Natives.

I. General Remarks.

It is needless to say that the fundamental policy adopted by the Japanese Government for the administration of the territory placed in its charge aims at the promotion in every way of the material and moral well-being of the natives in deference to the spirit and letter of the terms of the Mandate. Mention has already been made in the preceding chapters of the various measures which have been taken for the accomplishment of this aim, but a brief description of measures, which have been taken for the benefit of the natives and which have not so far been mentioned, will be given in this chapter.

II. Measures Taken for Promoting the Well-being of Natives.

(a) Imperial Bounty Foundation Charity Association.

H.M. the Emperor of Japan was pleased to grant 1,000 yen from the Privy Purse on February 7, 1927, to be made into a fund for charity and relief in the South Sea Islands. This association was established as a foundational juridical person with the Imperial gift as a fund for the purpose of affording (1) relief and medical aid to the poor, (2) relief to sufferers from disasters, (3) protection to ex-convicts, (4) protection to helpless travellers taken ill and (5) carrying out charity and relief works decided on by the Council of the Association.

The welfare work, to which the Association is regularly devoting its main strength is the care of patients and nurses in the leper-asylums. The Government established a leper-asylum in Saipan in 1926, another in Jaluit in 1927, and yet another in Palau in 1930. In these asylums lepers found in the district under the jurisdiction of the respective Branch Bureaux are isolated and are being given accommodation and medical treatment. With a view to supplementing the Government work, the Association has undertaken the care of these patients and nurses, supplying them with board and taking suitable measures for their comfort and also for giving employment to the patients. In 1931 the Government was erecting another leper asylum at a certain place under the jurisdiction of the Yap Branch Bureau, and so the Association was expecting to undertake for patients and nurses to be admitted therein the same work as in Saipan, Jaluit and Palau.

In order to assist in the work of the Association, the Government granted it a subsidy of 1,000 yen since 1928, but in 1931 increased the subsidy to 1,650 yen as the number of patients and nurses had remarkably increased.

The following table shows the number of patients and nurses, who are being cared for by the Association at present:—

Asylum	No. of persons cared for		1931 Estimates of expenditure <i>yen</i>
	Patients	Nurses	
Saipan	6	2	829
Yap	13	3	120
Palau	17	13	552
Jaluit	7	6	1,027
Total	43	24	2,528

N. B.—The erection of the asylum in Yap being still under way, the association expects to accommodate patients in and after 1932.

The estimates of the income and expenditure of the Association for the fiscal year 1931 are as follows:—

INCOME				
Item	Estimates			
	1931 <i>yen</i>	1930 <i>yen</i>	Increase <i>yen</i>	Decrease <i>yen</i>
I Interest accruing from fund	203	203	—	—
II Subsidy	1,650	1,000	650	—
III Miscellaneous incomes	510	510	—	—
IV Brought over from preceding year	1,207	965	242	—
Total	3,570	2,678	892	—

N. B.—Miscellaneous incomes include interest on deposits, donations and other miscellaneous incomes.

EXPENDITURE				
Item	Estimates			
	1931 <i>yen</i>	1930 <i>yen</i>	Increase <i>yen</i>	Decrease <i>yen</i>
I Undertakings expenses	2,833	1,819	1,014	—
Caring for lepers and nurses	2,529	1,545	984	—
Relieving paupers	304	274	30	—
II Business expenses	130	130	—	—
III Transferred to fund	100	100	—	—
IV Reserve	507	629	—	122
Total	3,570	2,678	892	—

(b) Young Men's Associations.

Inasmuch as the moral and intellectual education of the young natives as well as their physical training are, along with the education of children at Public Schools, powerful factors in the promotion of the well-being of natives, the authorities have been encouraging the formation of young men's associations as a means of attaining those aims, with the result that such bodies have successively come into existence in every village under the jurisdiction of Ponape, Truk, Palau and Yap Branch Bureaux, and the villages in other districts are also following suit in this respect. The leaders of those bodies are principally teachers of Public Schools and are assisted by officials and police belonging to the Branch Bureau and interested Japanese. A meeting is held regularly every month, when lectures are given and the members have

conversations and discussions, followed by athletic sports. At certain places, the members wear uniforms and have association songs. Thanks to the influence of those associations, young men have begun to show a spirit of solidarity and co-operation and a number of work for the public good have been carried out by their united efforts.

(c) Physical Education Day.

In order to spread and develop the practice of physical education, it has been arranged since 1928 to observe throughout the Islands a "Physical Education Day" on November 3 every year, the celebration being placed under the auspices of Government offices, schools and other bodies, either singly or jointly. When it is held, the purport of the function is made widely known among the people beforehand and the programme is made up for the day selecting from the under-mentioned items as may suit the occasion:—

- (a) Athletic sports, games, excursions, mountain-climbing, etc.
- (b) Public commendation of physical educational works, of persons in robust health, etc.
- (c) Meetings for the study of physical education.
- (d) Lectures on physical education.
- (e) Publication of results of investigation and study concerning physical education.
- (f) Popular physical education by means of moving pictures, posters, exhibitions, etc.
- (h) Hygienic training and examination.
- (g) Cleaning of buildings and grounds.
- (i) Encouragement of use of parks, recreation grounds, play grounds, school grounds, temple grounds, etc.
- (j) Distribution among people in general of something likely to attract public attention such as artificial flowers or badges for the celebration of the Physical Education Day.
- (k) Other matters concerning physical education.

The following resumé shows how the "Physical Education Day" was observed on November 3, 1931, at various places:—

Branch Bureau	Promoters	No. of participants	Undertakings
Saipan	Primary and Public Schools and Associations at Garapan.	1,260	Athletic sports.
"	Tanapak Ordinary Primary School.	475	Athletic sports and public commendation of healthy children.
"	Athlete Ordinary Primary School.	200	Athletic sports.
"	Chatcha Ordinary Primary School.	490	Lectures on sanitation and athletic sports.
"	Rota Public School.	200	Athletic sports.
"	Nanyo Kohatsu Kaisha.	171	Tennis, baseball and other sports.
Yap	Yap Public School.	668	Athletic sports and distribution of posters.
"	Nifu Public School.	541	"
"	Maki Public School.	474	"
Palau	Chief of Branch Bureau.	112	Competitive sports.
"	Korrer Public School and Woodworker's Apprentice Training School.	320	Lectures on sanitation and athletic sports.
"	Marukiyuku Public School.	200	Athletic sports.
"	Gararudo Public School.	83	"
"	Angaur Public School.	60	Baseball matches.

Branch Bureau	Promoters	No. of participants	Undertakings
Truk	Spring Island Public School.	449	Athletic sports.
"	Primary and Public Schools in Summer Island.	538	"
"	Summer Island Young Men's Association.	108	Canoe-race.
"	Autumn Island Young Men's Association.	172	Wrestling, swimming and canoe race.
"	Winter Island Public School.	655	Athletic sports.
"	Monday Island Public School.	295	"
"	Monday Island Young Men's Association.	99	Baseball matches and canoe races.
"	Wednesday Island Japanese Residents' Association.	279	Excursion.
"	Wednesday Island Public School.	279	Athletic sports.
"	Wednesday Island Young Men's Association.	50	Baseball matches.
"	Mortlock Public School.	502	Lectures on sanitation and athletic sports.
Ponape	Chief of Branch Bureau.	30	Excursion.
"	Colony Public School.	445	Athletic sports.
"	Wu Public School.	262	"
"	Metaranium Public School.	151	Excursion.
"	Kichi Public School.	190	Athletic sports.
"	Kusaie Public School.	155	"
Jaluit	Jabour Public School.	480	"

(d) Guidance of People who have Completed the Course of the Public School.

The South Seas Bureau is paying much attention to the proper guidance of those who have completed the course of the Public School. In places where the young men's associations are in existence, they are enrolled as regular members. At other places alumni societies have been formed. The members are called to meetings, which are held at the local schools several times a year. People who have completed the Public School course are also given as many facilities as possible in regard to employment, pursuit of studies in Japan and so forth.

(e) Provision of Healthy Amusements.

The only enjoyment the natives have hitherto had has been rather vulgar dancing. For the purpose of providing them with healthy amusements, gramophones, magic lanterns and moving pictures have been bought out of the appropriation for the improvement of native manners and customs, and those are circulated from island to island to be operated for the amusement of the natives. Recently tennis, baseball and other sports have been also encouraged among men, with remarkably excellent results.

(f) Help in the Construction of Meeting-Places.

The natives have buildings intended to serve as meeting-places and to accommodate visitors. Those meeting-places, however, are generally sordid and poorly equipped and there is much room for improvement from the point of good morals and hygiene. Accordingly, whenever any of those buildings are repaired or re-built, a subsidy is given for the introduction of improvements in these respects. The number of those which have been improved by means of subsidies since the establishment of the South Seas Bureau are two in Palau, six in Truk, eight in Ponape and four in Jaluit, making a total of twenty, the total amount of the subsidies given being 3,850 yen.

(g) Improvement of Public Baths and Washing-Places.

The public baths and washing-places hitherto existing being very poorly equipped, there exist in them a good many points to be regretted from the point of good manners, hygiene and convenience. Accordingly subsidies are granted for their gradual improvement, with good results. The number of those improved by means of subsidies since the establishment of the South Seas Bureau are five in Palau, one each in Truk and Ponape, making a total of seven, the total amount of the subsidies given being 596 yen.

(h) Bells for Announcing Hours.

The natives have practically no idea of time, and many are therefore irregular in their daily life. To correct their notions in this respect, bells have been installed at various places to announce the time thrice a day, morning, noon and evening, the expenditure being defrayed from the appropriation for the improvement of native manners and customs. These bells are also sometimes used for calling a meeting or giving an alarm. The number of those which have been newly installed with subsidies since the establishment of the South Seas Bureau are three in Palau, six in Truk, six in Ponape, and four in Jaluit, making a total of nineteen, the total amount of the subsidies given being 826 yen.

(i) Agricultural Shows.

The palm-nuts, tapioca, potatoes, etc., which are the principal agricultural products of the natives, are inferior in quality and do not yield abundant crops. In order to improve them, grants-in-aid or seedlings may be given free to farmers and competitive shows are frequently held, prizes being awarded to those exhibiting superior specimens. In such ways, the development of agriculture is receiving care and attention.

(j) Short-term Classes.

Mention was made, in the Chapter on Education, of the short-term classes for various vocational workers. Besides those, whenever necessity arises, short-term classes are held with good results for village officials and people who have completed the course of the Public School who may become village officials in future, in order to instruct them in necessary matters. Similar classes are also held with satisfactory results for improvement of native villages, knowledge indispensable for effecting it being imparted to leading natives attending them.

(k) Tours to Japan Proper.

Since Japan undertook the administration of the Islands, a tourist party of native village officials, men of local influence and young men, who will become local leaders in the future has every year been organised and sent to Tokyo, Osaka and other noteworthy places in Japan Proper, to enable them to see with their own eyes the civilized conditions. It has been found that thanks to the object lessons given in this way, the native tourists have come home much enlightened. Such a tour takes about twenty days and requires the expenditure of about 300 yen per capita. Of this amount, the tourists pay 130 to 150 yen per capita and the balance is made good by the South

Seas Bureau. The total number of the natives who paid a visit to Japan with the financial aid of the Government since the establishment of the South Seas Bureau is 195, the total amount of grants-in-aid given them being 17,210 yen.

(1) Honour to Persons Rendering Good Service in the Improvement of Native Communities.

Considering that the honouring of village officials, who have long been in service and faithfully discharged their duties, of persons who are assiduous in the pursuit of agriculture, and of persons, regardless of whether they are natives or not, who have rendered distinguished service in the improvement of native communities, would be effective for the encouragement of the natives and the improvement of their conditions of life, the South Seas Bureau enacted in March, 1927, the "Rules for the Public Commendation of Persons Rendering Distinguished Services for Improvement of Native Villages" and publicly honours such persons on July 1 every year by awarding letters and badges of commendation according to the under-mentioned classification:—

Class 1. A red badge of commendation to be awarded to a village official, who has been in service for more than ten years and who in the faithful discharge of his duties, has rendered distinguished service.

Class 2. A green badge of commendation to be awarded to a person who has put forth efforts and rendered distinguished services in the improvement of native communities.

Class 8. A yellow badge of commendation to be awarded to a person who is assiduous in the pursuit of agriculture.

N.B.—Not only a person thus publicly honoured, but his villagers regard it a great honour. In this way the object of commendation being fully attained, the authorities have never considered to show their appreciation of his service in any additional way such as exemption from taxation.

The number of persons publicly honoured on July 1, 1931, classified according to the different Branch Bureaux, was as follows:—

Branch Bureau	Class 1	Class 2	Class 3	Total	In 1927	In 1928	In 1929	In 1930
Saipan	1	—	—	1	2	1	1	1
Yap	—	—	—	—	—	—	—	—
Palau	—	—	—	—	1	3	1	—
Truk	1	—	—	1	2	2	—	1
Ponape	—	—	—	—	3	—	—	—
Jaluit	—	—	—	—	1	—	—	—
Total	2	—	—	2	9	6	2	2

CHAPTER XII.

Statistics of Population.

I. General Remarks.

(a) Present Population.

According to the result of a census taken on October 1, 1931, the total population of the South Sea Islands was 73,027, including 50,038 natives, 22,889 Japanese and 100 foreigners. As compared with the returns for 1930, when the third census-taking was carried out, the figures show an increase of 3,401 made up of 3,054 Japanese, 343 natives and 4 foreigners.

(1) Natives.

Of the total native population of about 50,000, the preponderating majority are Kanakas, the Chamorros numbering only about 3,400, which hardly make up 7 per cent of the total native population. The Chamorros mostly live in the district under the jurisdiction of Saipan Branch Bureau; those form 87 per cent of the total Chamorro population. The Chamorros living in the districts governed by the Yap, Palau, Truk and Ponape Branch Bureaux number only 432 in all.

The largest number of Kanakas live in the district under the jurisdiction of the Truk Branch Bureau, where there about are 15,000 of them, while the district under the jurisdiction of the Saipan Branch Bureau is inhabited by only 1,000 Kanakas. The Kanaka population in the districts governed by the four other Branch Bureaux ranges between 5,000 and 10,000.

(2) Japanese.

The Japanese population is about 22,800, and of those, 18,000 or 78 per cent and 2,500 or 11 per cent live in the districts governed by the Saipan and Palau Branch Bureau respectively. In the other districts the number of Japanese inhabitants is less than 1,000.

The increase is accounted for by the growth in the number of Japanese immigrants to various islands, particularly to Saipan and Tinian Islands, following the economic development of the territory. It may be noted that formerly Japanese immigrants were mostly unmarried men, but in recent years many of them are accompanied by their families, so that there is a tendency towards an increase of women and children.

(3) Foreigners.

The foreigners living in the Islands number 100. Classified according to their nationalities, 2 are British, 9 American, 11 German, 41 Spanish, 7 Belgian, 7 Soviet Russian, 18 Chinese and 3 Swiss, while France, Australia, Colombia and the Philippines are each represented by a single person. The Spaniards, Australian and Swiss are all connected with mission, while most of the American and German residents are similarly occupied. The Russians are

commission merchants dealing in copra. The Chinese residents are either workers at the phosphate mines in Angaur or farmers engaged in the cultivation of palm trees or in other branches of agriculture or in commerce.

(4) Concerning the Decrease in Number of the Yap Islanders.

The birth-rate among the Chamorros is far higher than the death-rate, but among the Kanakas the birth-rate and death-rate are equal or the former is only a little higher than the latter. In general, not only does the Kanaka population not show any decline, but rather shows an increase, though slight, but in Yap Island the Kanaka population is tending to decline year after year. As regards the cause of it and the measures taken against it, please see "Clause X headed Measures Taken to Improve Public Sanitary Conditions" in the annexed Annual Report on Public Health.

II. Third Census-Taking.

Census-taking in the South Sea Islands is appointed to be carried out once in every five years. A census was taken on October 1, 1920, and another on October 1, 1925. The year 1930 being the fifth year since the second census was taken, a third census was taken on October 1 of that year.

Matters investigated into at the last census-taking were (1) the name, (2) position occupied in the household, (3) sex, (4) date of birth or probable date of birth, (5) whether married or not, (6) occupation and position occupied in the occupation, (7) place of birth, (8) classification according to nationality, permanent domicile or native place, and (2) race (natives only being investigated in regard to the last mentioned item) and the investigation was conducted for each household. For facilitating the work of investigation, each community or island within the jurisdiction of each Branch Bureau was made a distinct section for investigation and a number of censors being appointed for each section, the work was carried through by their joint labour.

In conducting the investigation, Japanese and foreign residents were required to present information through the heads of their households and each household was paid a visit of inspection by a censor. For natives, in consideration of the low standard of their civilization, a censor paid a visit of inspection to each household or assembled inhabitants of each community at an appointed place and after collecting information orally given by the head of each household, the censor completed investigation by making inquiries of each individual person. For ensuring accuracy of investigation, it was made a general rule to carry it out two times, viz., to conduct a preliminary investigation followed by the final one. In isolated islands, with which communication is infrequent, however, the preliminary investigation referred to was dispensed with.

For the reason of shipping circumstances, the papers containing the results of the investigation came into the hand of the South Seas Bureau only in December, 1930, and the tasks of putting them in order, checking and calculating the numbers given in them and so forth, being started in that month, it was completed in December, 1931.

The expenditure needed for the work is as follows:—

	1930 yen	1931 yen	Total yen
Salaries to clerks employed	1,633	2,374	4,007
Expenses for investigation	18,547	12,153	30,700
Total	20,180	14,527	34,707

N.B.—(1) The figures for 1930 show settled accounts, while those for 1931 estimates.

(2) In the fiscal year 1930 4,050 yen was defrayed from the ordinary general administrative expenditure for the census-taking.

III. Statistical Tables.

I. PRESENT POPULATION.

(October 1, 1931)

Branch Bureau	Year	Natives										Foreigners			Aggregate total	
		Chamorros					Kanakas									
		Japanese		Total		Male		Female		Total		Male		Female		Total
Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total
Saipan	1931	10,872	7,083	17,955	1,483	1,557	528	480	1,008	4,048	8	4	12	12,965	9,050	22,015
	1930	9,537	6,119	15,656	1,391	1,455	490	493	983	3,829	7	4	11	11,489	8,007	19,496
	1925	3,587	1,712	5,299	1,262	1,316	456	459	915	3,493	8	—	8	5,367	3,433	8,800
	1920	1,328	430	1,758	1,262	1,250	431	455	886	3,398	—	3	3	3,009	2,150	5,159
Yap	1931	167	116	283	73	86	3,034	3,217	6,251	6,410	4	4	8	3,291	3,410	6,701
	1930	149	92	241	68	89	3,057	3,272	6,329	6,486	4	4	8	3,299	3,436	6,735
	1925	95	61	156	69	82	3,434	3,781	7,215	7,366	12	1	13	3,623	3,912	7,535
	1920	86	11	97	72	89	3,985	4,192	8,177	8,338	3	1	4	4,163	4,276	8,439
Palau	1931	1,579	910	2,489	83	123	3,031	2,645	5,676	5,882	13	1	14	4,746	3,639	8,385
	1930	1,266	812	2,078	88	127	3,178	2,616	5,794	6,009	13	1	14	4,584	3,517	8,101
	1925	708	346	1,054	90	132	3,183	2,552	5,735	5,957	19	—	19	4,042	2,988	7,030
	1920	556	36	592	62	87	3,056	2,549	5,605	5,754	15	—	15	3,714	2,647	6,361
Truk	1931	600	274	874	3	4	7,880	7,471	15,351	15,358	16	7	23	8,500	7,755	16,255
	1930	540	209	749	3	6	7,684	7,507	15,191	15,200	16	7	23	8,246	7,726	15,972
	1925	233	114	347	—	2	7,499	7,460	14,959	14,961	9	—	9	7,743	7,574	15,317
	1920	540	61	601	—	2	7,553	7,233	14,786	14,788	4	1	5	8,099	7,295	15,394
Ponape	1931	663	332	995	17	43	4,347	3,916	8,263	8,323	15	11	26	5,068	4,276	9,344
	1930	450	239	689	24	50	4,293	3,834	8,127	8,201	13	7	20	4,806	4,104	8,910
	1925	271	86	357	—	—	4,014	3,585	7,599	7,599	10	2	12	4,295	3,673	7,968
	1920	397	28	425	—	—	3,428	3,210	6,638	6,638	4	2	6	3,829	3,240	7,069
Jaluit	1931	197	96	293	—	—	5,184	4,833	10,017	10,017	14	3	17	5,395	4,932	10,327
	1930	320	102	422	—	—	5,167	4,803	9,970	9,970	18	2	20	5,505	4,907	10,412
	1925	180	37	217	—	—	4,846	4,576	9,422	9,422	4	1	5	5,030	4,614	9,644
	1920	190	8	198	—	—	4,996	4,593	9,589	9,589	10	3	13	5,196	4,604	9,800
Total	1931	14,078	8,811	22,889	1,659	1,813	24,004	22,562	46,566	50,038	70	30	100	39,965	33,062	73,027
	1930	12,262	7,573	19,835	1,574	1,727	23,869	22,525	46,394	49,695	71	25	96	37,929	31,697	69,626
	1925	5,074	2,356	7,430	1,421	1,532	23,432	22,413	45,845	48,798	62	4	66	30,100	26,194	56,294
	1920	3,097	574	3,671	1,396	1,428	23,449	22,232	45,681	48,505	36	10	46	28,010	24,212	52,222

II. BIRTHS AND DEATHS.

(Jan.-Dec., 1930.)

Branch Bureau	Races and sexes	Births			Deaths		
		Japanese and foreigners	Natives	Total	Japanese and foreigners	Natives	Total
Saipan	Male	454	79	533	117	38	155
	Female	405	97	502	104	26	130
	Total	859	176	1,035	221	64	285
Yap	Male	10	62	72	1	117	118
	Female	9	58	67	—	110	110
	Total	19	120	139	1	227	228
Palau	Male	51	60	111	15	65	80
	Female	38	80	118	15	47	62
	Total	89	140	229	30	112	142
Truk	Male	9	275	284	3	136	139
	Female	(1) 9	271	(1) 280	1	152	153
	Total	(1) 18	546	(1) 564	4	288	292
Ponape	Male	20	135	155	3	58	61
	Female	18	124	142	5	54	59
	Total	38	259	297	8	112	120
Jaluit	Male	8	132	140	1	65	66
	Female	9	104	113	1	63	64
	Total	17	236	253	2	128	130
Aggregate total.....	Male	552	743	1,295	140	479	619
	Female	(1) 488	734	(1) 1,222	126	452	578
	Total	(1) 1,040	1,477	(1) 2,517	266	931	1,197

N. B.—The figures in brackets represent foreigners included.

III. BIRTHS AND DEATHS.

(Jan.-June, 1931.)

Branch Bureau	Races and sexes	Births			Deaths		
		Japanese and foreigners	Natives	Total	Japanese and foreigners	Natives	Total
Saipan	Male	229	39	268	72	32	104
	Female	179	45	224	76	41	117
	Total	408	84	492	148	73	221
Yap	Male	2	21	23	2	43	45
	Female	3	26	29	—	35	35
	Total	5	47	52	2	78	80
Palau	Male	22	43	65	21	37	58
	Female	(1) 25	50	(1) 75	(1) 12	29	(1) 41
	Total	(1) 47	93	(1) 140	(1) 33	66	(1) 99
Truk	Male	13	82	95	4	99	103
	Female	10	75	85	2	72	74
	Total	23	157	180	6	171	177
Ponape	Male	9	60	69	3	27	30
	Female	8	51	59	1	30	31
	Total	17	111	128	4	57	61
Jaluit	Male	4	42	46	—	46	46
	Female	4	50	54	2	37	39
	Total	8	92	100	2	83	85
Aggregate total.....	Male	279	287	566	102	284	386
	Female	(1) 229	297	(1) 526	(1) 93	244	(1) 337
	Total	(1) 508	584	(1) 1,092	(1) 195	528	(1) 723

N. B.—The figures in brackets represent foreigners included.

IV. CLASSIFICATION OF THE DECEASED ACCORDING TO AGE.

(Jan.-Dec., 1930.)

	Saipan				Yap				Palau				Truk				Ponape				Jaluit				Japanese and foreigners				Aggregate total		
	Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives				
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total		
0 ...	46	43	17	6	—	—	11	8	4	6	9	9	—	—	5	4	—	1	9	3	—	—	9	3	50	50	100	60	93	193	
1 ...	11	16	1	5	1	—	1	2	1	1	3	3	2	—	6	2	—	1	4	5	—	1	8	8	15	19	34	23	25	48	
2 ...	5	8	2	1	—	—	3	3	—	1	—	—	—	—	5	10	—	1	4	1	—	—	1	—	5	10	15	15	30	45	
3 ...	4	5	3	1	—	—	—	3	—	—	2	—	—	—	5	4	—	1	4	1	—	—	—	—	4	6	10	14	9	23	
4 ...	3	—	—	—	—	—	1	—	—	—	—	1	—	—	4	3	—	—	1	2	—	—	—	—	3	—	3	6	6	12	
5 ...	2	1	—	—	—	—	1	—	—	2	2	2	—	—	3	6	—	—	—	2	—	—	—	—	2	3	5	6	10	16	
6-10 ...	4	2	1	—	—	—	1	3	1	—	1	3	—	—	6	10	1	—	4	3	—	—	—	—	2	6	2	8	13	21	
11-15 ...	3	3	1	—	—	—	2	4	—	—	3	1	—	—	9	6	—	—	3	7	—	—	3	1	3	3	6	21	19	40	
16-20 ...	2	1	—	—	—	—	4	1	2	1	6	5	—	—	6	12	1	—	5	2	—	—	1	1	5	2	7	22	21	43	
21-25 ...	8	7	1	2	—	—	4	5	1	—	4	2	—	—	9	10	—	1	2	5	—	—	1	1	9	8	17	21	25	46	
26-30 ...	4	10	1	4	—	—	2	3	3	1	4	4	—	1	8	17	1	—	2	3	—	—	2	6	8	12	20	19	37	56	
31-35 ...	7	1	—	1	—	—	6	5	1	1	3	2	—	—	8	13	—	—	2	2	—	—	1	1	8	2	10	20	24	44	
36-40 ...	4	2	1	—	—	—	7	14	1	1	1	2	—	—	8	10	—	—	5	1	—	—	—	—	6	5	3	8	22	33	
41-45 ...	4	—	1	—	—	—	11	8	—	—	5	2	—	—	9	8	—	—	—	3	1	—	4	4	5	—	5	30	25	55	
46-50 ...	4	1	1	—	—	—	8	5	1	1	5	3	1	—	12	12	—	—	1	1	—	—	5	7	6	2	8	32	28	60	
51-55 ...	4	—	—	2	—	—	10	9	—	—	4	3	—	—	8	13	—	—	1	3	—	—	7	—	4	—	4	30	30	60	
56-60 ...	—	—	3	2	—	—	12	10	—	—	4	2	—	—	12	5	—	—	2	3	—	—	6	6	—	—	—	—	39	28	67
61-65 ...	—	1	2	—	—	—	12	9	—	—	4	—	—	—	9	6	—	—	2	—	—	—	4	3	—	1	1	33	18	51	
66-70 ...	1	—	2	—	—	—	14	7	—	—	4	2	—	—	4	1	—	—	3	4	—	—	4	4	1	—	1	31	18	49	
71-75 ...	—	2	1	—	—	—	2	4	—	—	1	1	—	—	—	—	—	—	2	3	—	—	4	5	—	2	2	10	13	23	
76-80 ...	1	1	—	—	—	—	2	7	—	—	—	—	—	—	—	—	—	—	1	—	—	—	2	4	1	1	2	5	11	16	
81-85 ...	—	—	—	1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	—	3	2	5	
86-90 ...	—	—	—	1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
91-95 ...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
96-100...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
101-105...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Total...	117	104	38	26	1	—	117	110	15	15	65	47	3	1	136	152	3	5	58	54	1	1	65	63	140	126	266	479	452	931	1,197

V. CLASSIFICATION OF THE DECEASED ACCORDING TO AGE.

(Jan.-June, 1931.)

	Saipan				Yap				Palau				Truk				Ponape				Jaluit				Aggregate total					
	Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives		Japanese and foreigners		Natives							
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female						
0 ...	30	31	6	15	—	—	5	2	2	5	2	—	8	8	2	—	2	1	—	—	3	6	39	33	72	26	37	63	(1)	135
1 ...	12	23	8	6	—	—	—	2	1	3	5	—	14	14	—	—	2	4	—	—	7	7	13	26	39	34	38	72	111	
2 ...	5	4	1	2	—	—	—	3	1	—	—	—	6	6	—	—	4	4	—	1	2	—	8	6	14	13	12	25	39	
3 ...	3	4	—	3	—	—	—	—	1	—	—	—	4	2	—	—	2	—	—	—	1	—	3	4	7	8	5	13	20	
4 ...	—	1	2	3	—	—	1	—	2	—	—	—	2	1	—	—	1	2	—	—	—	—	1	1	2	8	6	14	16	
5 ...	1	1	1	2	—	—	—	—	1	—	2	—	2	2	—	—	—	—	—	—	—	—	1	1	2	4	6	10	12	
6-10 ...	1	—	1	1	—	—	1	2	2	1	4	4	—	6	3	—	—	1	—	—	4	—	3	1	4	17	11	28	32	
11-15 ...	—	—	1	1	—	—	1	—	3	—	3	—	1	3	—	—	—	1	—	—	—	—	—	—	—	6	5	11	11	
16-20 ...	1	1	2	—	—	—	2	2	2	2	2	1	—	6	4	—	—	5	—	—	—	—	3	3	6	12	12	24	30	
21-25 ...	7	1	1	—	—	—	—	—	—	1	3	—	—	3	4	—	—	4	—	—	1	1	8	2	10	11	11	22	32	
26-30 ...	3	4	—	2	1	—	1	—	—	—	2	—	—	2	—	—	1	—	—	—	3	—	7	5	12	7	5	12	24	
31-35 ...	3	3	1	1	—	—	2	—	2	1	2	3	1	4	5	—	—	—	—	1	3	3	5	5	10	13	12	25	35	
36-40 ...	2	1	1	1	—	—	2	3	1	—	—	1	—	9	5	—	—	1	—	—	3	—	4	1	5	15	11	26	31	
41-45 ...	2	—	—	1	—	—	2	4	—	—	2	—	2	3	2	—	1	—	—	—	1	1	2	3	5	9	8	17	22	
46-50 ...	1	—	1	—	—	—	2	3	1	—	—	—	—	8	—	1	—	2	1	—	1	—	3	—	3	15	4	19	22	
51-55 ...	1	—	1	—	—	—	4	1	—	—	2	4	1	10	2	—	—	1	2	—	—	—	2	—	2	18	12	30	32	
56-60 ...	—	—	—	—	—	—	4	4	—	—	1	1	—	7	6	—	—	2	1	—	4	3	—	—	—	20	15	35	35	
61-65 ...	—	—	—	1	—	—	5	3	—	—	3	2	—	3	3	—	—	1	1	—	2	1	—	—	—	14	11	25	25	
66-70 ...	—	—	1	1	—	—	4	4	—	—	3	1	—	1	—	—	2	—	—	—	3	1	1	1	1	13	10	23	23	
71-75 ...	—	1	—	—	—	—	4	2	—	—	—	—	2	—	—	—	1	—	—	—	3	4	—	—	—	10	4	14	15	
76-80 ...	—	1	1	—	—	—	3	—	—	—	—	—	—	—	—	—	—	1	—	—	3	4	—	—	—	7	6	13	14	
81-85 ...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	2	—	—	—	2	2	4	4	
86-90 ...	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—	2	—	—	2	
91-95 ...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
96-100...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
101-105...	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Total	72	76	32	41	2	—	43	35	21	12	37	29	4	2	99	72	3	1	27	30	—	2	46	37	102	93	195	284	244	528

N. B.—The figures in brackets represent foreigners included.

CHAPTER XIII.

Concerning the Observations Presented at the Twenty-first Session of the Permanent Mandates Commission.

Concerning Investigation of Social Causes of the Decrease of the Population in Yap.

As compared with the natives of the other islands, the death rate among those of Yap is high and the birth rate low and there is among them a tendency towards gradual decline of population. This is an evil over which the Imperial Government has been very much concerned since it took up the mandatory rule of the territory, and, as is explained in paragraphs dealing with investigation into the health condition of the Islanders under the heading of "X. Measures Taken to Improve Public Sanitary Conditions" in the annexed Annual Report on Public Health, the Government has been putting forth great efforts for years to find out its causes and counter measures for combatting it. In this connection medical experts charged with the task have already completed investigation into the causes of deaths, the health condition of the natives and venereal diseases prevailing among them and have found that the pervasion of tubercular diseases among them and infantile dyspepsia (infantile intestinal inflammation of acute nature) are two important factors contributing to the high death rate, while the chief cause of the low birth rate is the pervasion of gonorrhoea among them. For ameliorating this state of things, the authorities have already planned counter-measures and are putting them into effect. But the Japanese Government considers by no means that these physical causes are alone responsible for the gradual decrease of the population, and does not ignore the importance of making investigation into social causes. On the contrary, believing that the entire lack of sanitary knowledge, superstition and other social circumstances of the natives may also be contributing factors to it, the Government, as is mentioned in the appended Annual Report on Public Health, has charged the authorities of the Yap Branch Bureau with the task of making investigation into these matters, all the while carrying on scientific investigation into physical causes.

APPEDIX I.

Annual Report on Public Health in the South Sea Islands for the year 1930.

I. General Remarks.

In the mandated territory, malignant diseases which are the bane of other tropical regions are rare and the natural conditions from the point of health are generally good. But the native inhabitants have very little hygienic knowledge and consequently their living conditions are quite unhealthy. The South Seas Bureau has established the Bureau Hospitals in principal islands for the purpose of the treatment of local patients and of making investigations of epidemics and endemics. Further, the South Seas Bureau has caused the Branch Bureaux to engage in the preventive activities against disease and in the improvement of sanitary conditions of the natives. Again, the Bureau has appointed school physicians at school to look after the health of school children. Even with those attempts, it is lamentably difficult to remedy the evil customs and superstitions which have been embraced by the natives for ages.

II. South Seas Bureau Hospitals.

(a) History.

In February, 1915, the Japanese Government promulgated the "Regulations concerning the Medical Treatment of Sick and Injured Persons in the South Sea Islands," authorizing naval surgeons to give medical treatment to patients in general. When in July, 1918, the organization of the South Sea Islands Defence Corps was altered and the Civil Administration Department was instituted, a Civil Administration Station was established at each garrison post to which a hospital was attached. Those hospitals were staffed by civil physicians, who replaced the naval surgeons hitherto in service and took up the duty of attending to the general public.

On the establishment of the South Seas Bureau in April, 1922, the "Regulations for the Organization of the South Seas Bureau Hospitals" were promulgated, and a chief physician, physicians, pharmacists, midwives and nurses were appointed to each hospital which was entrusted with the task of giving medical attendance to sick people as well as of investigating of and studying on epidemics and endemics under the direction of the Director of the South Seas Bureau. Efforts have since been made to reinforce the staff and to complete the equipment of the hospitals, so as to make them thoroughly efficient in every way. At the same time travelling physicians are despatched from time to time to remote places in order to extend medical relief of those living there.

(b) The names and sites of the Hospitals are as follows:—

Name	Site
South Seas Bureau Saipan Hospital	Saipan Island
South Seas Bureau Yap Hospital	Yap Island
South Seas Bureau Palau Hospital	Korror Island in Palau Group
South Seas Bureau Angaur Hospital	Angaur Island
South Seas Bureau Truk Hospital	Summer Island in Truk Group
South Seas Bureau Ponape Hospital	Ponape Island
Kusaie Branch of South Seas Bureau Ponape Hospital	Kusaie Island
South Seas Bureau Jaluit Hospital	Jaluit Island

The Staff of the Hospitals at the end of June, 1931, was as follows:—

	Sonin Rank		Hannin Rank			Employees			Total
	Chief Physicians	Physicians	Physicians	Pharmacists	Clerks	Assistants	Clerks	Midwives and Nurses	
Saipan.....	1	1	3	1	1	1	1	5	14
Yap.....	1	—	2	1	—	1	1	2	8
Palau.....	1	1	3	1	1	1	1	4	13
Angaur.....	—	1	1	1	—	1	1	2	7
Truk.....	—	1	2	1	—	1	1	2	8
Ponape.....	1	—	1	1	—	1	1	3	8
Kusaie.....	—	—	1	—	—	—	—	1	2
Jaluit.....	—	1	2	1	1	1	1	3	10
Total.....	4	5	15	7	3	7	7	22	70

All the staff of a Hospital, including physicians, pharmacists, midwives, nurses, etc., who are employed in technical work, are appointed by the Director of the South Seas Bureau from among persons who possess the necessary qualifications for practising in Japan and who are considered suitable for employment as sanitary officials in the mandated territory. No difficulty has hitherto been experienced in engaging for the Islands the service of such persons.

(c) Charges for Treatment.

While naval surgeons gave medical treatment to patients in general, it was regulated to take fees for it, but to remit payment or reduce the amount after taking into account the local and individual circumstances as well as existing usage. In practice, however, no charges were made to native patients. Subsequently, along with the economic development attained by the Islands, and the general recognition by the natives of the value of medical treatment, it was no longer necessary to give it gratuitously. Accordingly in July, 1922, the "Rules for the Collection of Charges for Medical Consultation and Treatment and Other Charges in the South Seas Bureau Hospitals" and the "Rules for the Collection of Charges for Medical Consultation and Treatment for Native Patients" were promulgated, requiring native patients, except those in needy circumstances, to pay nominal fees (from one-third to one-fifth of the fees for Japanese and foreigners). Gradually the natives began to appreciate the benefit of medical treatment and the number of those applying for it has remarkably increased. As a result of the low fees charged on them as com-

pared with those for Japanese and foreigners a mistaken impression began to spread among the natives that the medicines that were given them were of inferior quality. Instances also appeared of native patients asking for visits by physicians in very slight cases or using the materials given them for medical purposes in some other way. In view of such drawbacks the "Rules for the Collection of Charges for Medical Consultation and Treatment for Native Patients" were revised under date of December 1, 1927, so as to raise the charges for medicines etc. all round, while at the same time the uniform system of fees, which was formerly adopted for all islands, was amended to one of graduation. In other words, after taking into consideration the stage of hygienic knowledge and ideas attained by the people and their economic standard the Islands are divided into three classes, A.B.C., and different rates are adopted for each. For instance, such Islands as Yap, Truk and Angaur where civilization is still at a very low stage are classed C, the medical fees to be charged in these places being left for the most part unchanged, while Palau, Ponape and Kusaie are classed B, and pay a little more than before and Saipan and Jaluit are classed A and pay at a still higher rate. In spite of these revisions, however, the medical fees for native patients remain within the limit of the cost of medicines and other materials, there being not a few cases in which they fall below the cost. Hospital fees, fees for physicians' visits and similar other charges are still very low, being from one-half to one-quarter of those charged on Japanese and foreigners (Vide "Rules for the Collection of Charges for Medical Consultation and Treatment and Other Charges in the South Seas Bureau Hospitals" and "Rules for the Collection of Charges for Medical Consultation and Treatment for Native Patients" in Chapter VI of the appended "Laws and Regulations").

(d) Revenue and Expenditure of the South Seas Bureau Hospitals.

(1) Revenue.—The revenue obtained by the Hospitals during 1930 was as follows:

Hospital	From non-natives	From natives	Total
	<i>yen</i>	<i>yen</i>	<i>yen</i>
Saipan	29,525	4,030	33,556
Yap	1,155	2,036	3,192
Palau	10,422	2,085	12,507
Angaur	3,260	1,610	4,870
Truk	8,008	2,277	10,285
Ponape	2,226	5,995	8,221
Jaluit	3,798	8,304	12,103
Total	58,397	26,340	84,738

(2) Expenditure.—The following table shows estimates of expenditure of the Hospitals.

	Estimates		Increase or decrease (decrease marked with *)	Settled accounts for 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Salaries.....	111,230	115,580	* 4,350	110,696
Office expenses:	90,410	90,410	—	75,342
Articles purchased	6,035	6,035	—	4,169
Communications and trans- port	2,343	2,343	—	1,735

	Estimates		Increase or decrease (decrease marked with *)	Settled accounts for 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Repairs.....	8,899	8,899	—	5,634
Travelling expenses	16,480	16,480	—	9,854
Wages and allowances to employees	55,085	55,085	—	53,256
Clothing	858	858	—	390
Miscellaneous	710	710	—	300
Undertaking expenses at hos- pitals	50,791	50,791	—	44,924
Patients	4,200	4,200	—	9,737
Medical instruments	17,500	17,500	—	5,436
Medicine	22,400	22,400	—	23,527
Others	6,691	6,691	—	1,222
Construction	62,174	19,410	42,764	19,512
New erection and enlarge- ment	54,435	19,410	35,025	19,512
Repair of sick wards of Saipan Hospital.....	1,739	—	1,739	—
Establishment of a new lepers' asylum	6,000	—	6,000	—
Total.....	314,605	276,191	38,414	250,475

(e) Sanitation Expenses.

Besides the above-mentioned estimates which were assigned to the various South Seas Bureau Hospitals, the South Seas Bureau provides estimates for sanitary work assigned to the various Branch Bureaux and the Hospitals. Those assigned to a Branch Bureau are for the purpose of prevention of epidemics and for general sanitary work, while those assigned to Hospitals are for the purpose of contributing to the investigation of endemics. The Estimates and Settled Accounts were:—

	Estimates		Increase or decrease (decrease marked with *)	Settled accounts for 1930
	1931	1930		
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
Preventions of epidemic	2,139	2,139	—	1,768
General sanitary work	2,344	2,344	—	1,352
Total.....	4,483	4,483	—	3,120

III. Prevention of Epidemics.

In view of the geographical situation of the Islands, the authorities consider it most important to prevent the invasion of epidemics from the outside. For this reason, great efforts are made to enforce quarantine on vessels visiting the territory, and in accordance with the "Rules for the Control of Shipping in the South Seas Islands," assistant experts in service at each Branch Bureau, who are physicians, and police officers are sent to all arriving vessels to carry out health inspection in a very strict manner. (Vide "Rules for the Control of Shipping in the South Seas Islands in Chapter X of the appended "Laws and Regulations")

With regard to infectious diseases of an acute nature, in accordance with the "Regulations for the Prevention of Epidemics in the South Seas Islands," cholera, plague, typhoid fever, paratyphoid fever, typhus fever, diphtheria, scarlet fever, dysentery including "ekiri," small pox and epidemic cerebrospinal meningitis are designated as infectious diseases and strict preventive measures are taken against their spread. (Vide "Regulations for the Prevention of Epidemics in the South Seas Islands in Chapter VI of the appended Laws and Regulations")

The Islands have never been invaded by cholera, plague, yellow fever, sleeping sickness, etc., the only infectious diseases so far occurred there being typhoid fever, paratyphoid fever and dysentery. Even of those diseases only very few cases used to appear at different places year after year and there was no serious outbreak, until between September, 1929, and July, 1930, there occurred a violent outbreak of paratyphoid fever and typhoid fever in Tinian Island, claiming more than 300 victims. Again between April and July of 1931, amoeban dysentery prevailed in Palau Island with great fury and more than 100 cases appeared. On both occasions to cope with the situation, the South Seas Bureau despatched physicians and police officers to combat the epidemics and succeeded in preventing them from spreading to other localities.

The following table shows the number of cases of infectious diseases that occurred since 1923:—

	Branch Bureau	Amoeban dysentery	Typhoid fever	Paratyphoid fever	Diphtheria	Epidemic cerebrospinal meningitis	Suspected small-pox	Dysentery	Ekiri	Total
1930	Saipan.....	(4) 44	(8) 119	(2) 59	—	(1) 1	—	—	—	(15) 223
	Yap.....	(1) 2	—	—	—	—	—	—	—	(1) 2
	Palau.....	1	—	—	—	—	—	—	—	1
	Truk.....	(1) 22	(1) 10	—	—	—	—	—	—	(2) 32
	Ponape.....	(1) 1	(2) 20	—	—	—	—	—	—	(3) 21
	Jaluit.....	1	—	—	—	—	—	—	—	1
	Total.....	(7) 71	(11) 149	(2) 59	—	(1) 1	—	—	—	(21) 280
Jan.-June, 1931	Saipan.....	(1) 15	(2) 14	5	—	—	—	—	—	(3) 34
	Yap.....	2	—	—	—	—	—	—	—	2
	Palau.....	(14) 115	—	—	—	—	—	—	(1) 3	(15) 118
	Truk.....	1	1	—	—	—	—	—	—	2
	Ponape.....	—	—	—	—	—	—	—	—	—
	Jaluit.....	(1) 16	—	—	—	—	—	—	(1) 1	(2) 17
	Total.....	(16) 149	(2) 15	5	—	—	—	—	(2) 4	(20) 173
1929.....		(27) 197	(3) 40	(1) 202	—	—	—	—	(1) 2	(32) 441
1928.....		(14) 105	(1) 6	2	—	—	—	2	—	(15) 115
1927.....		(14) 146	(4) 15	4	—	—	—	—	—	(18) 165
1926.....		(11) 64	(2) 10	(1) 17	—	—	1	—	—	(14) 92
1925.....		(10) 83	(1) 4	2	—	—	—	—	—	(11) 89
1924.....		(4) 44	(3) 10	1	—	—	—	—	—	(7) 55
1923.....		84	(2) 11	(1) 2	—	1	—	—	—	(3) 98

N. B.—Figures in brackets show the number of cases ending in death.

IV. Endemics.

Epidemics in the Islands are framboesia, skin diseases caused by various thread-like bacilli, amoeban dysentery, dengue fever, toxicosis caused by poisonous fish, intestinal parasites, &c.

(a) Framboesia.

Framboesia is wide-spread among the natives, about 80 per cent. of persons treated at the Hospitals for tropical disease having at one time been found to be sufferers from it. As a result of treatment by injection of salvarsan, the number of cases has remarkably decreased of late. Besides, the cases are generally slight, most of them being afflictions confined to the soles of the feet. It is very rare to come across typical or virulent cases. In certain special cases, experiments have been carried out at the Hospitals concerning mercury and bismuth as curative agents.

(b) Skin diseases caused by thread-like bacilli.

Skin diseases caused by thread-like bacilli are mostly tinea imbricata and round-worm. The percentage of occurrence is not large, the patients suffering from them being about 2 per cent. of the total cases of tropical disease treated at the Hospital.

(c) Amoeban dysentery.

Amoeban dysentery appears from time to time at various places. The cases are generally slight, and cases complicated with hepatic abscess are practically absent. Emetin and Yatren cures are remarkably effective.

(d) Dengue fever.

Dengue fever is sometimes very rampant. In 1927 it prevailed in Angaur and Palau, claiming more than 1000 victims and in 1928 it invaded Truk, Ponape and Jaluit causing more than 2,000 sufferers. The prognosis was favorable and there were no deaths. Again in 1930, between January and June, there appeared about 12 cases in Palau and Saipan but the prognosis was favourable too.

(e) Poisonous fish.

Poisonous fish inhabit the seas in the vicinity of the Marshall and Mariana Islands, the eating of which undoubtedly causes toxicosis. Such cases are frequently fatal.

(f) Intestinal parasites.

Judging from the result of investigations made among the natives of Palau and Truk Islands and the pupils of the Public Schools in Palau, Saipan and Jaluit, intestinal parasites are very prevalent among the natives. For instance, round worm or ascaris affects 90 per cent of the inhabitants, and hook-worm or ankylostoma between 40 and 50 per cent of them. The authorities are encouraging medical treatment among the natives with a view to suppressing the diseases by degrees, but so far with no visible effect. Pupils of Public Schools suffering from intestinal parasites make a poor showing as far

as proficiency is concerned. In view of this, since 1927, such pupils are being given medical treatment at Government expense. (Vide "School Hygiene" under "Education," Chapter IV).

V. Investigation and Study of Endemics.

The investigation and study of endemics are in charge of the Hospitals. The subjects of study and the persons to undertake it are chosen every year by the Hospital authorities, or the subjects of study are left to the choice of the investigators if they so desire. They are, as already mentioned, supplied by the South Seas Bureau the necessary expenses for carrying on their investigation and study. The following are important subjects that have been taken up for study since 1922.

Essays on those subjects the study of which has already been completed have either been published in scientific journals or forwarded to the Far Eastern Epidemiological Intelligence Bureau of the League of Nations in response to its request.

Subjects Studied During 1922.

1. A clinical observation of degue fever in Truk Island.
By Dr. Shota Matsunaga.
2. A clinical and histo-pathological study of frambcesia tropica.
By Dr. Yutaka Ikegami.
3. Study concerning vaccination of frambcesia tropica.
By Dr. Yutaka Ikegami.

Subjects Studied During 1923.

1. On the wasserman test for frambcesia, to which is added study of the effect on the serotherapeutic reaction of the treatment of the disease by means of salvarsan.
By Dr. Yutaka Ikegami.
2. On "Saf," a kind of albinism in the South Sea Islands.
By Dr. Shota Matsunaga.

Subjects Studied During 1924.

1. Study concerning seasonal spumous inflammation of the skin and a species of insect, which is the pathogenetic body of the disease.
By Dr. Shota Matsunaga.
2. Contribution to the clinical study of frambcesia.
By Dr. Sataro Takasaki.
3. Study of nodosites juxta-articularies.
By Dr. Sataro Takasaki.
4. On the name of "Palau roundworm."
By Dr. Sataro Takasaki.

5. Oral administration of calomel on yaws.
By Dr. Sataro Takasaki.
6. Curative effect of Oleo-Bi "Roshe" on yaws (bismuth medicine).
By Dr. Sataro Takasaki.
7. Contribution to the histological study of bone and periosteum on yaws.
By Dr. Sataro Takasaki.
8. A statistical study of the lepers in Palau, South Sea Islands.
By Dr. Yutaka Ikegami.
9. Contribution to the study of experimental framboesia of the rabbit.
By Dr. Yutaka Ikegami.
10. On the military papules of yaws.
By Dr. Yutaka Ikegami.
11. Investigation on pigment content, blood pressure, pulsation, temperature and clenching power of the Kanakas in the South Sea Islands, under Japanese mandate.
By Dr. Shota Matsunaga, in collaboration with Dr. Seiichi Hyodo.
12. Results of examination of dejecta of natives of Truk Island.
By Dr. Shota Matsunaga.
13. Study of a species of fever observed in Kusaie Island.
By Dr. Morihisa Tsukamoto.
14. Study of poisonous fish in the seas around Jaluit Islands.
By Dr. Rikuichi Matsuo.

Subjects Studied During 1925.

1. Experimental study of the curative effect of bismuth on framboesia.
By Dr. Shota Matsunaga.
2. The blood picture of yaws.
By Dr. Sataro Takasaki.
3. Is there any difference in staining between spirochaeta pallida and spirochaeta pertemics?
By Dr. Sataro Takasaki.
4. On a skin disease "Shin" in the South Seas Islands and its origin.
By Dr. Shota Matsunaga.
5. On the growth and development of healthy native infants and children in Palau.
By Dr. Sataro Takasaki.

Subjects Studied During 1926.

1. Study of gangosa.
By Dr. Kyuzo Yamanouchi.
2. On the reaction of serum on framboesia.
By Dr. Sataro Takasaki in collaboration with Dr. Kanae Iseki.
3. On the biologico-chemical racial-index and racial type of the natives of the South Sea Islands based upon the Isohemagglutination reaction.
By Dr. Sataro Takasaki.
4. Contribution to the etiology of Tinea Imbricata.
By Dr. Sataro Takasaki.

5. On the so-called "Nodosites juxta-articulaires."
By Dr. Sataro Takasaki.
6. Study of tinea imbricata.
By Dr. Morihisa Tsukamoto.
7. On framboesia affecting the sole.
By Dr. Morihisa Tsukamoto.

Subjects Studied During 1927.

1. Study of the cerebrospinal fluid of framboesia.
By Dr. Sataro Takasaki, in collaboration with Dr. Kanae Iseki.
2. On the finger-prints of the natives.
By Dr. Sataro Takasaki.
3. A statistical study of tuberculosis in Palau Island.
By Dr. Kanae Iseki.
4. Further study of framboesia.
By Dr. Shota Matsunaga.
5. On the reaction of serum on framboesia.
By Dr. Kyuzo Yamanouchi.

Subjects Studied During 1928.

1. On the cerebrospinal fluid of patients suffering from framboesia.
By Dr. Sataro Takasaki, and Dr. Kanae Iseki.
2. On "Myositis purulenta tropica."
By Dr. K. Mogami.
3. On the so-called "Caroline hand."
By Dr. Kanae Iseki.
4. Investigation and treatment of lepers in Yap Island.
By Dr. Michitada Nakamura, and Dr. Sukematsu Aikawa.
5. Framboesia of school children.
By Dr. Michitada Nakamura, in collaboration with Dr. Sukematsu Aikawa.
6. Clinical study of framboesia.
By Dr. Teruta Matsunaga.
7. Treatment against framboesia.
By Dr. Hatozo Yamonouchi.
8. Investigation of syphilis and framboesia among the inhabitants of Marshall Group.
By Dr. Masao Nakao.
9. On the patients suffering from amoebian dysentery in Marshall Group.
By Dr. Masao Yato.

Subjects Studied During 1929.

1. Study of leprosy in Yap Island.
By Dr. Sukematsu Aikawa.
2. On the speed of sedimentation of red blood corpuscle of patients suffering from framboesia.
By Dr. Kanae Iseki.

3. Biological study of "akamushi."
By Dr. Kanae Iseki.
4. Pharmacological study of a few plants growing in Palau.
By Dr. Hideo Kojima.
5. Investigations in the finger-prints of the Natives.
By Dr. Kakuto Nishikawa.
6. Clinical observations of framboesia.
By Dr. Taiun Murata.
7. Effect of the tropical climate on the human body.
By Dr. Kyoza Nagasaki.
8. Study on the decrease of population of Yap.
By Dr. Tamotsu Fujii.
9. Study of parasites of inhabitants of Yap.
By Dr. Tamotsu Fujii.

Subjects Studied During 1930.

1. Study of the development of domestic animals kept by natives.
By Dr. Koji Totsuka.
2. Investigation of elephantiasis in the South Sea Islands.
By Dr. Koji Totsuka, in collaboration with Dr. Kanae Iseki.
3. Clinical study of dermatomycosen in Palau Group.
By Dr. Kanae Iseki.
4. Investigation into the low birth rate of Yap Islanders.
By Dr. Tamotsu Fujii.
5. Investigation into the spread of venereal diseases among Yap Islanders.
By Dr. Tamotsu Fujii, in collaboration with Dr. Sukematsu Aikawa.
6. Effect of the tropical climate on the physiological function of the human body.
By Dr. Kyoza Nagasaki.

Subjects Studied During 1931.

1. Investigation into intestinal parasites of inhabitants of Yap Island.
By Dr. Tamotsu Fujii, in collaboration with Dr. Sukematsu Aikawa and Dr. Shohei Yoshida.
2. On chronic skin spots attended by abnormal sensation in Yap Island.
By Dr. Sukematsu Aikawa.
3. Clinical observations of thread-like skin germs in Palau Group.
By Dr. Kanae Iseki.
4. Experiments on tropical framboesia.
By Dr. Kanae Iseki.
5. Condition of the physical development of native children of the South Sea Islands.
By Dr. Kakuto Nishikawa.
6. Measurement of bile of aboriginal natives of the South Sea Islands.
By Dr. Kakuto Nishikawa.
7. Results of treatment of natives suffering from lung tuberculosis by means of artificial respiration.
By Dr. Kakuto Nishikawa.

8. On the reaction of serum on framboesia by salvarsan treatment and mutual relations with a few substances in the blood.
By Dr. Kyozo Nagasaki.
 9. On the so-called "Ponape ringworm."
By Dr. Yoshio Nakamura.
 10. Examples of cure of framboesia by internal use of arsenic medicine.
By Dr. Masao Nakao, in collaboration with Dr. Shuichi Ido.
 11. Biochemical examination of drinking water of Yap Islanders.
By Susumu Kisshi, Pharmacist.
 12. Experimental study of the dissolving rate of coral reef in rainwater.
By Jiro Hirai, Pharmacist.
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VI. Venereal Disease.

With regard to the history of venereal disease in the mandated territory, there is no reliable literature to be consulted. When in 1915 Japanese naval surgeons took up medical relief work for the benefit of the general public, they found among their patients in the Marshall Islands quite a number of natives suffering from it.

If we were to judge from the figures concerning venereal disease given in the statistics of the South Seas Bureau Hospitals, not many cases of the disease appear to exist among the natives. That this is so, however, is due to the dislike of medical treatment. As a matter of fact, the results of examination of the Kanaka inhabitants of Yap Main Island in connection with investigations into the cause of the decrease of population showed that 33.3 per cent of them were suffering from gonorrhoea. These patients are being treated at Government expenses (Vide Clause *h* of "X. Measures Taken to Improve Public Sanitary Condition").

VII. Tuberculosis.

There are many cases of tuberculosis among the natives. Especially large is the number of persons suffering from pulmonary tuberculosis and tuberculosis of the lymphglands. Because a good many patients do not apply for medical treatment, nothing exact is known concerning the percentage of contraction or that of mortality, but according to the statistics of patients visiting the Hospitals there appear about two hundred cases every year.

The result of medical examination for the inhabitants in Yap Island, carried out from November, 1929 to February, 1930, showed that the number of sufferers from tubercular disease reached to 15.4 per cent of the whole population of the Island. Although no similar investigation has yet been accomplished in other islands, the disease seems to be prevalent in a fairly large degree in these islands. It is a matter of congratulation, however, that

simultaneously with the advancement of sanitary knowledge of the natives, the number of those who ask for the medical treatment of the disease is steadily on the increase.

VIII. Leprosy.

Leprosy appears to be evenly distributed in the mandated territory, but as to the exact number of cases it is still impossible to say anything accurate, since many native patients refuse to ask for medical treatment. In the circumstances, physicians have been specially commissioned to conduct investigations, with the result that so far 7 cases have been discovered in the Marshall Group and 8 in Saipan Island, more than 40 in Yap Island and 21 in the Palau Group.

As the natives do not believe that leprosy is infectious, the authorities came to the conclusion that it was necessary to isolate the patients and subject them to medical treatment. To begin with, they established a leper-asylum in Saipan in 1926. Medical treatment was given free, but their board and other expenses had to be borne by their relatives. Due, however, partly to the inferior nutriment supplied and partly to the small number of patients, which made their life monotonous and lonely, some of the patients showed themselves unwilling to remain in the asylum. In view of this fact, when the Government established another leper-asylum in Jaluit in 1927, besides a consulting-room, it caused a separate house to be built for each patient at Government expense for the purpose of allowing his nurse as well as his family, if for some special reason they can not live apart from him, to be with him (as a matter of fact one of the family acts as nurse to be patient, and few of his family live with him). Further, besides free medical treatment the expenses of board and nursing are also borne for such patients or their relatives as are unable to afford it, as is mentioned in Chapter XI dealing with "Moral and Material Well-being of Natives, by the Imperial Bounty Foundation Charity Association. In consequence of these measures, the patients now receiving medical treatment are quite content and satisfactory results are shown.

The leper-asylum in Saipan was subsequently wrecked by a storm beyond repair. Accordingly, when it was rebuilt in 1929, it was modelled after the similar institution in Jaluit; besides a consulting-room, a separate house being built for each patient at Government expense so that he might live with his nurse. Furthermore, besides medical treatment being given free, the above-mentioned charity association takes responsibility for the maintenance and comfort of the patient and his nurse. Thanks to these measures, there is no longer any patient who dislikes to live in the leper-asylum as formerly.

Further in 1930 an asylum was established at Palau at Government expenses and admission of patients into it being commenced in January, 1931, treatment is now being given them as in the above-mentioned two asylums. It was also decided that another asylum should be erected in Yap Island in 1931. It is now under construction and is expected to be opened in April, 1932.

IX. Public Sanitary Conditions.

Though the territory under Japanese Mandate lies within the torrid zone, its climatic conditions are comparatively good and it is suitable for habitation. Malignant diseases, which are the bane of other tropical regions, are rare, and sanitary conditions are generally good. The only drawbacks, which account for the prevalence of certain diseases, are the difficulty of obtaining good drinking water, which compels the inhabitants in general to drink rain water, and the excessive humidity due to the abundant rainfall. This must be the chief cause of the remarkably large number of patients suffering from stomach and intestinal troubles.

Owing to the frequent changes in the weather at the beginning and end of the mon-soon season (generally north-easterly or easterly winds prevail between November and April of the following year, though the season comes earlier or later according to the different locations of the islands) colds are sometimes prevalent.

The natives have generally primitive ideas of sanitation and live in a very insanitary condition. Even when they contract diseases, in certain cases, especially when they suffer from venereal disease, they conceal it and dislike examination by physicians. In particular, a custom prevails in certain islands, which makes people prefer to die in their native places, so that not a few patients leave the hospital when they find themselves in a critical condition.

N.B.—That no case of malaria occurs in the mandated territory is not due to any preventive measures taken but to the absence of anopheles.

X. Measures Taken by the South Seas Bureau to Improve Public Sanitary Conditions.

The South Seas Bureau is doing its best to increase the staff and improve the equipment of the Hospitals under its management and to perfect measures for medical relief. It despatches physicians in its service from time to time to distant islands to give medical treatment to patients there and, whenever opportunity offers, sends them to diffuse sanitary knowledge among the natives by means of popular lectures, and magic lantern and cinematograph shows. At the same time the authorities strive to improve the general sanitary conditions of the territory in various ways. The following are among the measures referred to.

(a) Keeping first aid medicines in readiness.

In distant islands or remote places, where no physician lives, first aid medicines and some other simple and harmless medicines, purchased at the expense of the South Seas Bureau, are kept in readiness at the houses of village officials or police stations and are issued free to natives on application. The result of this measure is satisfactory. There are now 22 places where such medicines are kept, including 3 in Yap, 5 in Palau, 11 in Truk and 3 in Ponape.

(b) Improvement of latrines.

For easing nature the natives are accustomed to go to the sea-shore or into forests. In order to do away with this habit, latrines have been established at various places (three in Palau, one in Yap, five in Saipan, ten in Ponape and one in Jaluit; those in Palau at the South Seas Bureau's expense and the rest with subsidies from the South Seas Bureau) and the natives have been encouraged to use them, with the result that many of them have established latrines in their houses and none of the inhabitants of Saipan now seek relief at the sea-shore. To induce the inhabitants of other islands to follow the example of the natives of Saipan in this respect, tribal chiefs and other men of influence have been charged with superintending them.

(c) Improvement of drinking water.

The Islands are poor in streams and springs, so that ordinarily rain water is used for drinking purpose, and the natives are careless about drinking water, seeking it whenever it is obtainable. As this is a matter which cannot be disregarded from the standpoint of public health, the authorities have considered it necessary to introduce improvements in the matter of drinking water. Accordingly since 1922, they have been granting subsidies to communities and individuals towards the establishment of water-tanks and the reconstruction of wells and springs. This measure has been attended by remarkably good results so that of late not a few natives have undertaken the work on their own account without asking for subsidies. The following table shows the number of tanks established and wells reconstructed with subsidies from the Government:—

Branch Bureau	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	Total
Saipan.....	1	—	3	10	7	20	13	10	1	10	75
Yap	5	—	—	—	—	—	10	3	3	15	36
Palau	2	2	4	—	13	13	8	3	6	5	56
Truk	—	—	—	—	—	—	1	2	1	4	8
Ponape	—	5	5	4	—	—	—	—	—	—	14
Jaluit	2	3	6	4	3	2	2	3	2	4	31
Total	10	10	18	18	23	35	34	21	13	38	220

N.B.—All the water-tanks are built of concrete. The capacity of a private tank is generally about 5 tons, but that of public one is about 25 tons, the largest one being capable of holding 200 tons. Rain water is conducted into a tank from the roof, but native houses being mostly thatched with palm leaves their roofs are unfit for carrying down rain water into tanks. Accordingly in order to make the tanks more serviceable, the roofs ought to be improved first of all. Hence the improvement of roofs is being encouraged simultaneously with the establishment of tanks.

(d) Improvement of houses.

Lacking as they are in sanitary ideas with regard to houses, the natives mostly live in houses which are anything but sanitary, but the authorities consider it impossible to improve the situation in a short time. Accordingly, with a view to showing good example to follow, they caused some model houses to be built in Yap Island, where the native houses are worst, subsidies being given for the purpose from the appropriations for the improvement of native villages. On the other hand, many natives, after having seen houses in Japan Proper, whither they were taken for sight-seeing, and official houses in their localities, have begun to pay attention to lighting, ventilation, etc., in

their houses, with the result that not a few houses with better sanitary arrangements have lately been built in various native villages.

(e) Investigation into the causes of death.

In consideration of the time-honoured usage of the natives, the difficulties of communication and the fact that many natives receive no medical treatment, no medical certificates and reports on inquest have hitherto been required to be presented together with reports of death or still-birth to the authorities. In consequence, in the majority of cases of death from sickness, the names of the diseases causing it were unknown, which militated against efficient control and the satisfactory execution of various sanitary measures. Now, however, that medical organs have gradually been spread throughout the Islands and the natives, having recognized the value of medical treatment, willingly receive it when they fall ill unless they live at remote places, the "Rules for the Control of Cemeteries, Burial and Cremation" were promulgated in August, 1926 (Vide "Rules for the Control of Cemeteries, Burial and Cremation" in Chapter V of the appended "Laws and Regulations"), by which it was provided that reports to be sent to the authorities of death or still-birth should have attached to them medical certificates or reports on inquest, and that, though at places having no physician nor midwife those might be omitted, an official despatched by the competent Branch Bureau should examine the dead body or dead foetus. At the same time it was arranged that investigation into the causes of death should be continuously carried out in a certain limited sphere and for necessary expenses therefor appropriations have been assigned to the Branch Bureaux year after year since 1926. As for the method for carrying out the investigation referred to, the cause of death or still-birth, the age, sex and vocation of the person concerned, the place where it occurred, the time when it occurred, etc., are to be scientifically entered and classified on reference to medical certificates or reports of inquest presented with reports of death or still-birth, and in cases where no medical certificates or reports of inquest are presented, on reference to reports made by the assistant expert, who is a physician, sent by the competent Branch Bureau to examine the dead body or dead foetus.

The result of investigation made during 1930 is shown in the following tables :—

I. TABLE SHOWING RESULT OF INVESTIGATION INTO CAUSES OF DEATH (JAPANESE).

(During 1930.)

Disease	Age-0	above 100																Total	1929	1928	1927				
		1	2	3	4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-69					70-79	80-89	90-99	
I Diseases of new-born baby ... {Male 11 Female 3}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	11	11	2	5
II Diseases of blood and disorder of metabolism ... {Male 1 Female 1}		—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	3	14	1	3
III Mental diseases ... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	5	2	—
IV Diseases of nervous system... {Male 1 Female 1}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
V Diseases of ductless glands ... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
VI Diseases of circulatory system {Male Female}		—	—	—	—	—	—	2	—	1	—	2	—	1	—	1	—	—	—	—	—	4	6	5	5
VII Diseases of the eye and appendages..... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	3	3	2	4
VIII Diseases of the ear..... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
IX Diseases of the nose and throat {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
X Diseases of the respiratory system {Male 6 Female 6}		1	—	—	1	1	1	—	—	—	1	2	—	—	1	—	1	1	—	—	—	14	13	9	10
XI Diseases of the digestive system {Male 12 Female 13}		1	—	1	—	1	1	2	—	3	1	2	1	—	2	—	—	1	—	—	—	11	4	7	8
XII Diseases of the teeth..... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	22	36	34	13
XIII Diseases of the locomotor system {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	35	31	20	11
XIV Diseases of the skin and appendages..... {Male Female}		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	(1)	—	—
XV Diseases of the urinary and generative system {Male 1 Female 1}		—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	1	—	—	—
XVI Diseases due to physical agents {Male Female}		—	—	—	—	—	1	—	—	—	—	1	2	—	—	—	—	—	—	—	—	2	2	2	3
XVII Drowning or hanging..... {Male Female}		—	—	—	—	—	—	—	3	1	—	3	—	—	—	—	—	—	—	—	—	4	7	5	4
		—	—	1	—	1	—	—	—	—	—	3	—	—	—	—	—	—	—	—	—	3	3	—	—
		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	9	3	5	—

Disease	Age—0	1	2	3	4	5—9	10—14	15—19	20—24	25—29	30—34	35—39	40—44	45—49	50—54	55—59	60—69	70—79	80—89	90—99	above 100	Total	1929	1928	1927
XXVIII Malformations	{Male Female}	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XIX Conception and birth	{Male Female}	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XX Poisoning	{Male Female}	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	4	3	—
XXI Beriberi	{Male 2 Female —}	1	—	—	—	—	—	1	2	1	—	—	2	—	—	—	—	—	—	—	—	1	2	3	—
XXII New growth or neoplasm	{Male Female}	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XXIII Parasites	{Male Female}	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XXIV Infectious diseases	{Male 4 Female 8}	1	1	1	1	—	1	1	1	3	1	—	(1)	2	—	—	—	—	—	—	—	(1)	29	19	19
XXV Tropical diseases	{Male Female}	—	1	1	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	3	2	12	12
XXVI Not diagnosable	{Male Female}	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	(1)	(1)
Aggregate total	{Male 37 Female 33 Total 70}	4	3	3	3	4	3	1	6	6	3	10	(1)	4	3	—	—	1	—	—	—	(1)	(2)	(1)	(1)
		12	1	5	3	4	3	—	5	5	1	2	7	2	—	1	—	1	—	—	—	98	133	110	80
		16	4	8	6	8	6	1	11	11	4	12	(1)	6	3	1	1	2	—	—	—	(2)	(2)	(1)	43
																					178	237	171	123	

N. B.—Figures in brackets show the number of foreigners included.

II. TABLE SHOWING RESULT OF INVESTIGATION INTO CAUSES OF DEATH (NATIVES).

(During 1930.)

Disease	Age—0	1	2	3	4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-69	70-79	80-89	90-99	above 100	Total	1929	1928	1927
I Diseases of new-born baby ... {Male 6 Female 3																						6	11	7	6
II Diseases of blood and disorder {Male 1 of metabolism {Female —							1						1			4	1					7	4	5	5
III Mental diseases..... {Male — Female —												1										—	—	2	—
IV Diseases of nervous system... {Male — Female 1		1						1						2		3	1			1		8	3	5	4
V Diseases of ductless glands ... {Male — Female —			1			1							1		1							1	2	—	—
VI Diseases of circulatory system {Male 1 Female —									1			2										3	6	—	1
VII Diseases of the eye and {Male — appendages {Female —																						—	—	—	—
VIII Diseases of the ear..... {Male — Female —																						—	—	—	—
IX Diseases of the nose and {Male — throat {Female —																						—	—	—	—
X Diseases of the respiratory {Male 9 system {Female 10	3	1	1	1	1	1	1	1	1	3	2	1	1	2	4	1	10	1	2			40	50	63	47
XI Diseases of the digestive {Male 17 system {Female 14	7	3	2	1	1	4	1	2	3	1	2	5	3	1	3	5	4					48	36	38	61
XII Diseases of the teeth..... {Male — Female —																						60	54	59	56
XIII Diseases of the locomotor {Male — system {Female —																						43	56	37	34
XIV Diseases of the skin and {Male — appendages {Female —																						—	—	—	—
XV Diseases of the urinary and {Male — generative system {Female —									1				2	2	1		1	1				2	1	12	6
XVI Diseases due to physical {Male — agents {Female —					1	1		1									1					3	1	6	1
XVII Drowning or hanging..... {Male — Female —													1									—	—	—	—
																						1	1	3	2
																						—	—	—	—

Disease	Age-0		1	2	3	4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-69	70-79	80-89	90-99	above 100	Total	1923	1928	1927
	Male	Female																								
XVIII Malformations	{ Male	{ Female	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XIX Conception and birth	{ Male	{ Female	—	—	—	—	—	—	—	1	—	—	1	1	—	—	—	—	—	—	—	—	3	1	6	—
XX Poisoning	{ Male	{ Female	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	1	—
XXI Beriberi	{ Male	{ Female	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	2	1
XXII New growth or neoplasm	{ Male	{ Female	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	2	—	—	—	—	3	1	—	—
XXIII Parasites	{ Male	{ Female	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XXIV Infectious diseases	{ Male	{ Female	—	1	2	—	1	4	2	3	4	5	9	6	9	5	11	16	3	3	—	—	86	96	60	54
XXV Tropical diseases	{ Male	{ Female	—	1	—	—	—	—	—	7	8	5	12	5	6	7	9	3	5	—	—	—	85	102	78	61
XXVI Not diagnosable	{ Male	{ Female	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	1	4	7	2
Aggregate total	{ Male	{ Female	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	3	3	13
	{ Male	{ Female	10	5	5	2	7	5	4	8	8	9	17	11	12	12	22	39	4	5	—	—	224	239	237	207
	{ Male	{ Female	13	6	1	1	8	6	8	11	10	9	16	14	13	13	12	19	8	2	—	—	200	236	191	214
	{ Male	{ Female	23	11	6	3	15	11	12	19	18	18	33	25	25	25	34	58	12	7	—	—	424	475	428	421

(f) Investigation into the causes of death of infants.

Besides the investigation into the causes of death above-mentioned, in order to obtain materials for carrying on, in future, administrative work regarding public health, investigation into the causes of death of infants under the age of two has been continued since January, 1926, with regard to the diseases which caused their death, their sex and age. In distant isles, where neither physician nor official is in service, however, the work is not being carried on for the time being, as the conditions make it impossible.

The result of investigation made during 1930 are shown in the following tables :—

I. TABLE SHOWING RESULTS OF INVESTIGATION INTO CAUSES OF DEATH OF INFANTS.

(During 1930.)																	
		Less than 1 month		Less than 6 months		Less than 1 year		Less than 1½ years		Less than 2 years		Total			1929	1928	1927
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total			
I	Diseases of new-born baby{J. N.	9 5	4 4	—	—	—	—	—	—	—	—	9 5	4 4	13 9	29 20	26 72	10 10
II	Diseases of blood and disorder or met- abolism{J. N.	—	—	1	—	—	1	—	—	—	—	1	1	2	1 21	3 1	—
III	Mental diseases{J. N.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
IV	Diseases of nervous system{J. N.	1	—	—	1	—	—	—	—	—	—	1	1	1	15 7	7 3	5 5
V	Diseases of the ductless glands{J. N.	—	—	—	—	—	—	—	—	1	—	—	—	1	2 1	—	—
VI	Diseases of the circulatory system{J. N.	1 1	1 —	—	—	—	1	—	—	—	—	1 1	2 —	3 1	6 1	—	1 —
VII	Diseases of the eye and appendages{J. N.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
VIII	Diseases of the ear{J. N.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
IX	Diseases of the nose and throat{J. N.	—	—	1	—	—	—	—	—	—	—	1	—	1	—	—	—
X	Diseases of the respiratory system{J. N.	1 4	4 2	1 6	4 3	5 4	3 7	1 1	1 1	1 2	—	8 17	12 15	20 32	20 74	9 46	10 53
XI	Diseases of the digestive system{J. N.	5 8	4 2	11 13	8 12	9 12	14 12	4 10	8 9	2 4	3 3	31 47	37 33	68 85	75 109	25 41	19 116
XII	Diseases of the teeth{J. N.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XIII	Diseases of the locomotor system{J. N.	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—
XIV	Diseases of the skin and appendages.....{J. N.	—	—	1	—	—	—	—	—	—	—	1	—	1	—	—	—

II. TABLE SHOWING DEATH-RATE OF INFANTS.

	No. of Births			No. of Deaths			Death-rate per 1,000			(During 1930.)		
	Male	Female	Total	Male	Female	Total	Male	Female	Average	1929 per 1,000	1928 per 1,000	1927 per 1,000
Japanese:												
Death-rate under 1 year	482	448	930	56	54	110	116.2	120.5	118.3	133.9	144.7	93.1
Death-rate over 1 and under 2 years.....	431	472	903	10	15	25	23.2	30.8	27.7	83.4	32.4	41.2
Natives:												
Death-rate under 1 year	548	537	1,085	67	50	117	122.2	93.1	108.8	190.8	162.5	169.7
Death-rate over 1 and under 2 years.....	544	483	1,027	19	19	38	34.9	29.3	30.8	79.1	48.0	133.6

N.B.—Death-rate under 1 year is per 1,000 of the number of deaths against the number of births during 1930 and that under 2 years is per 1,000 of the number of deaths, (namely that above 1 full year and less than 2 years) during 1930 against the number of births during 1929.

(g) Investigation of the Quality of Drinking Water.

As drinking water has an important bearing on health, the authorities have found it necessary to carry out an investigation of the quality of the drinking water which is obtained from wells or water tanks in actual use, and have carried out such investigation of water obtained from various sources. With regard to wells and water tanks, which are particularly bad, as already mentioned elsewhere under the little "Improvement of Drinking Water," by granting subsidies the Government is encouraging those using water from them to reconstruct or improve them.

(h) Investigation into the Causes of the Decrease of the Natives of Yap Islands and Counter-Measures Taken.

According to the results of census-taking carried out in 1920, 1925 and 1930, as shown in demographic statistical tables in Chapter XII, the native population shows a tendency towards gradual increase year after year, the tendency being conspicuous among the Chamorros and slight among the Kanakas. In the main island of Yap, however, there is seen a remarkable decrease in population year after year. The authorities have been constantly paying close attention to this state of affairs since the island came under their mandatory rule and doing their best to counteract the unwelcome tendency by charging the local Branch Bureau and Hospital with investigation into its causes as well as by educating the natives in hygienic matters and improving sanitary conditions. The following is an account of such measures as have been taken :—

N.B.—No similar investigation has been conducted in the other islets of the Yap Group, as they show no decrease in population.

I. Investigation.

The decrease in population in Yap Island began in the early days of Spanish rule and there is in existence literature which proves fairly convincingly that the evil was by no means stamped out under German rule. ("Conditions in Yap" by Saresius, a German writes) Since Japan took up the mandatory rule of the island, she has been endeavouring to eradicate it, but it is deep-rooted, and she has so far been unable to achieve any success.

Formerly the local Branch Bureau was charged with investigation into the causes of this evil, but while the work was in progress, it was considered advisable to engage expert service. Accordingly in April, 1929, the Government appointed Dr. Tamotsu Fujii, *Igaku Hakushi*, as Director of the Yap Hospital, putting the work into his hands. It is expected and hoped by the authorities that his special researches, coupled with general investigations into social circumstances such as manners and customs conducted by the local Branch Bureau, will bring forth some good results. The results of Dr. Fujii's researches so far carried out may be summarised as follows:

(a) Investigation into the Causes of Death.

To begin with, Dr. Fujii by comparison of the number of deaths with that of births ascertained the fact that decrease in population was due more to the high death-rate than the low birth-rate among the natives. Accordingly he set himself to the work of investigating the causes of death, and, enlisting

the aid of investigations into mortality carried out by the local authorities, he devoted special care to the task in the hope of finding the key to the problem. After carrying out the investigation either by diagnosis or autopsy, or in such cases as were too complicated to be made clear by these measures, by subjecting them to pathological dissection, he obtained the results shown in a table elsewhere given. (Vide Table No. 3).

According to the indication of the above-mentioned table, tuberculosis of the lungs was responsible for 42.6 per cent of the total number of deaths during 1929 and 47.9 per cent for that during 1930. When these figures are supplemented by those representing the number of patients who died of tuberculosis of other organs, it is found that the number of deaths from tuberculosis exceeds 50 per cent of the total number of deaths during both years. This fact has shown how astonishingly extensive is the pervasion of the disease referred to in the Island and how powerfully does it affect the decrease of population there. It is really astonishing to note that when the number of deaths from tubercular diseases is compared with the population, it represents about 30 out of every 1,000, the rate being far higher than the total death-rate seen in any of the civilized countries. (Vide Tables No. 3 and No. 6).

Next to tubercular diseases, chronic bronchial catarrh is responsible for numerous deaths. In 1929 it claimed only 4 victims, but in 1930 deaths from it were as many as 30. (being 17.9 per cent of the total number of deaths) This was due in no small measure to certain temporary causes such as the prevalence of influenza, but it should be noted that those, who had been suspected of suffering from tuberculosis but in whose case the presence of tubercular bacilli could not be verified, were counted among the victims.

The next subject worthy of note is infantile indigestion. (infantile intestinal inflammation of acute nature) This disease claiming, as it did, 15 victims in 1929 or 7 per cent of the total number of deaths and 14 in 1930 or 8.4 per cent of it, is also a factor contributing to the gradual decrease of population. (Vide Table No. 3).

(b) Investigation into Health Condition.

Dr. Fujii further took up investigation into the health condition of all the inhabitants of the island and after carrying out a very careful examination of 3,787 persons since November, 1929, obtained the results shown in the three tables elsewhere inserted. (Vide tables No. 7, No. 8 and No. 9) (of the total population of 3,996, 209 could not be examined on account of their being at work elsewhere and other obstacles) These results showed that of the persons examined, 1,091 were found to be quite well, while as many as 2,696 (representing 71.2 per cent of the examined) were suffering from some form or other of illness. Of the latter, 192 (representing 5.1 per cent of the total number of the persons examined) were found to be afflicted with tuberculosis of the lungs and 508 (representing 13.4 per cent of the total) with other tubercular diseases. (Vide Tables No. 7 and No. 8)

A noteworthy fact is that there were many who were found to be afflicted with chronic bronchial catarrh or swelling of cervical glands, those afflicted the with former numbering 277 (or 7.4 per cent of the total number of the persons examined) and those with the latter 432 (or 11.4 per cent of the total). Among those afflicted with one or other of the diseases referred to there were not a few who were suspected of suffering from tuberculosis but

in whose cases the presence of tubercular bacilli could not be verified. As it is justifiable to presume that a fair number of tubercular patients will appear from among them, this fact is worthy of taking into consideration.

These results of the investigation into the health condition of the islanders, proving, as they do, how extraordinarily high is the rate of tubercular patients, have made it clear that the chief cause of the high death-rate in the island is the pervasion of tuberculosis and that infantile indigestion is also responsible for it in a fairly large measure.

(c) Investigation into Venereal Diseases.

Thanks to the above-mentioned investigations, Dr. Fujii has been able to ascertain more or less exactly the causes of the high death-rate leading to the gradual decrease of population in that island, but having recognized the necessity of conducting investigation into the causes of the low birth-rate therein, with the assistance of the competent Branch Bureau he took up between April, 1930, and July, 1931, the work of conducting a minute examination, of the total native population of 3,884, of 2,354 persons between the age of 8 and that of 60, including 1,252 males and 1,102 females, and obtained the results as shown in one of the appended tables (Vide Table No. 10). According to his examination, no case of syphilis or soft chancre has been found, but as many as 784 persons (or 33.3 per cent of the total number of the persons examined), including 311 males (or 24.9 per cent) and 472 females (or 42.8 per cent) have been found to be suffering from gonorrhoea. The percentage has been found especially high among young women and men, it being 62.9 per cent with the former aged 16 to 20 and 50.7 per cent aged 20 to 25, while it is 39.3 per cent with the latter aged 10 to 35 and 34 per cent aged 36 to 40. Further, it is noteworthy that among children aged 8 to 10, 2 boys and 11 girls (or 17.4 per cent) besides a few who once contracted the disease, have been found to be suffering from the disease. (Vide Tables No. 10 and No. 11).

It is not difficult to see that such pervasion of gonorrhoea is very detrimental to coception. As a matter of fact according to special investigation made on the occasion of the above-mentioned examination of the natives in regard to venereal diseases, of 622 married women aged 26 to 50 (native women of the island usually marry under the age of 10, few aged above 20 remaining unmarried. Accordingly women above the age of 26 may be said to have been married at least 5 years) 191 (or 30 per cent) have been found never to have been in the family way. Of 559 women, who had experiences of conception, the total number of their pregnancy has been found to be 1,417, the average being only 2.5 times per capita. Of these 1,417 cases, 82 or 5.9 per cent ended in premature birth, miscarriage or still birth. Of the 1,335 normal births, 178 babies born or 13.3 per cent died before reaching the age of 1. (Vide Table No. 14) In short it is not difficult to see that the pervasion of gonorrhoea is greatly responsible for the low birth rate of the natives of the island.

A noteworthy fact with regard to the decrease of the population of the island is the absence of any factors arising from the contact of the islanders with advanced people. As a matter of fact, of the territory under Japanese mandate both in Saipan and Palau, where Japanese live in largest numbers, the native population steadily grows, while in Yap, where Japanese inhabitants are least numerous, the native population declines year after year.

(d) Investigation into Manners and Customs.

Investigation of the native manners and customs and other social circumstances is an undertaking which has been continually going on since the South Seas Bureau was established. With regard to such particular manners and customs as are considered to have more or less bearing on the decrease of population, the Yap Branch Bureau has carried out detailed investigation for the past few years. Those mentioned below seem to exercise influence over either birth or death, results of further investigation being reserved for future report:—

Manners and customs considered to affect birth:—

(1) Bathing by women in cold water.

Women usually take a cold bath several times a day.

(2) Contraconception.

Sexual intercourse is excessively indulged in for sheer pleasure, and (except for abstinence on certain occasions mentioned in the following paragraph) no temperance is observed. Contact of children under ten years of age with those of the other sex is often playfully enjoyed.

(3) Sexual abstinence.

While sexual intercourse is excessively indulged in, abstinence from it is also very rigidly observed. For instance, after accouchement a man and his wife do not come into contact with each other until the baby is able to walk. On certain special occasions, such as when a man is engaged in public work or has his house under construction, he abstains from approaching his wife as long as the work lasts notwithstanding the duration. Such practice is carried to such an extremity that there is no intercourse between a man and his wife when the wind blows in a certain direction.

Manners and customs considered to affect death:—

(1) Insanitary practices resorted to in cases of fever.

When the natives are taken ill and get feverish they seem invariably to steep themselves in sea-water.

(2) Superstition concerning illness.

The natives regard illness as the work of the gods and dislike medical treatment.

(3) Insanitary living.

Native houses are built without the slightest attention being paid to ventilation and light and contain no floor, the inmates living and sleeping on the bare ground. Likewise no attention is paid to the suitability of food and drink.

There are some natives, who wash the dead body of one dear to them with the juice of palm-nuts which they drink afterwards.

II. Counter-Measures.

As investigation into the physical causes of the decrease of population has been roughly completed, counter-measures will gradually be planned and put into effect. At the same time it being considered that improvement of the sanitary conditions of the natives and diffusion of sanitary knowledge among them, aided by the elimination of what is bad in their manners and customs, will help preventing the evil, efforts are being put forth in these lines. To mention the principal measures:—

(a) Improvement of drinking water.

There being no good subterranean water available, the natives are encouraged to sink wells by granting subsidies to those undertaking the enterprise.

(b) Establishment of latrines for common use.

The natives being accustomed to ease nature by going to such places as they choose, they are encouraged to establish latrines for common use by granting them subsidies.

(c) Improvement of "menstrual house."

The native women have a custom of retiring to and living alone in a wretched hut called "menstrual house" during menstruation. These huts being of extremely insanitary structure, the natives are encouraged to adjust and improve them by granting them subsidies.

(d) Improvement of dwelling houses.

The native dwelling houses being also unclean and gloomy, those desiring to rebuild them are given subsidies. Model houses have been constructed with a view to showing a good example to follow. By these means, the natives are encouraged to improve their dwelling houses.

(e) Establishment of water-tanks.

Establishment of water-tanks for catching the rain-water (from the roof) is being encouraged by means of grants-in-aid.

(f) Examination of drinking water.

Examination of drinking water has been made throughout the island for distinguishing good water from bad and the natives have been warned not to use the latter.

(g) First aid medicines kept ready.

First aid medicines are kept in readiness at police stations or houses of village officials to be supplied free in case of emergency.

(h) Lectures on hygiene.

Popular lectures on hygiene are given to the natives with the help of magic lantern pictures, with a view to inculcating sanitary knowledge and ideas, whenever opportunities offer themselves.

(i) Medical examination by itinerant physicians.

As the natives dislike medical examination and treatment, they rarely pay visits to the local hospital. Accordingly physicians are despatched from time to time for the purpose of examining and treating native patients in their own localities.

(j) Medical treatment of patients suffering from venereal diseases.

The authorities have decided to stamp out venereal diseases among the natives by giving medical treatment at Government expenses to all patients suffering from them, who have been discovered in connection with the examination elsewhere mentioned. This enterprise was started in 1931 and will be continued for several years. As for its results, they will be reported in the future issues of the Annual Report.

(k) Establishment of medical consulting rooms.

There being no good building for the use of itinerant physicians, three buildings have been elected at convenient places to provide consulting-rooms, the expenses needed having been met with subsidies.

(l) Reduction or remission of medical fees.

For the benefit of patients of the poorer classes medical fees and charges are either reduced or remitted.

TABLE NO. I.

Table Showing Comparison Between Births and Deaths
of Natives of Yap (main) Island.

Classification	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	Average
No. of births	75	93	82	110	62	66	72	53	48	79	80	84	68	79	59	74
No. of deaths	161	204	161	231	179	218	216	185	173	346	277	202	172	195	167	205
Excess of deaths over births	86	111	79	121	117	152	144	132	125	267	197	118	104	116	108	131

TABLE NO. II.

Table Showing Deaths of Natives of Yap (main)
Island Classified According to Months.

Classification	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
No. of deaths in 1929.....	8	3	16	9	19	21	17	24	28	23	14	13	195
No. of deaths in 1930.....	16	11	8	17	13	10	13	16	9	11	19	24	167

TABLE NO. III.

Showing Number of Yap (main) Island Who Died, Classified
According to Diseases.

Disease	No. of deaths in 1929	No. of deaths in 1930
Stomach and intestinal catarrh	13	—
Acute intestinal catarrh	—	6
Chronic intestinal catarrh	—	2
Infantile indigestion	15	14

Disease	No. of deaths in 1929	No. of deaths in 1930
Ulceration of the stomach	1	—
Cancer of the stomach	3	—
Hardening of the liver	1	—
Abscess of the liver	—	2
Occlusion of the intestines	—	1
Tuberculosis of the intestines.....	1	—
Tubercular peritonitis.....	11	3
Tubercular pleuritis.....	3	2
Tubercular caries	1	—
Tubercular meningitis	3	1
Spinal caries	—	2
Chronic bronchial catarrh.....	4	30
Pneumonia	4	3
Suppurative pleuritis	—	1
Bronchial asthma.....	2	—
Abscess of the lung	1	—
Tuberculosis of the lung	83	80
Chronic nephritis	2	—
Catarrhal icterus	—	1
Heart failure	—	1
Congenital syphilis	—	—
Liver syphilis	—	1
Cerebral hemorrhage.....	4	—
Hemorrhage of the brain.....	—	1
Cerebromalacia	—	1
Muscular swelling of the uterus	—	1
Ovaritis	—	1
Pyæmia	—	2
Beriberi	3	—
Septicaemia	4	4
Leprosy	1	1
Amabeen dysentery.....	—	1
Abortiveness	3	3
Senility.....	5	—
Suffocation	—	2
Acute inflammation of the lining membrane of the heart.....	1	—
Unknown.....	26	—
Total	195	167

TABLE NO. IV.

Table Showing Deaths from Tuberculosis of the Lungs of Natives of
Yap (main) Island Classified According to Ages.

Classification	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	Total
No. of deaths in 1929.....	1	11	8	20	20	7	16	0	83
No. of deaths in 1930.....	2	5	7	12	12	20	14	8	80

TABLE NO. V.

Table Showing Ratio of Deaths from Tubercular Diseases against Total Number of Deaths of Natives of Yap (main) Island.

		Particulars of tubercular diseases causing death							Total
		No. of deaths	Tuber- culosis of the lungs	Tuber- culosis of the intestines	Tuber- cular menin- gitis	Tuber- cular caries	Tuber- cular pleurisy	Tuber- cular peritonitis	
1929	No. of deaths	195	83	1	3	1	3	11	102
	Permillage against total No. of deaths		425.64	5.13	15.38	5.13	15.38	56.41	523.07
1930	No. of deaths	167	80	—	1	—	2	3	88
	Permillage against total No. of deaths		479.04	—	5.93	—	11.97	17.95	526.94

TABLE NO. VI.

Table Showing Ratio of Deaths from Tubercular Diseases against Total Population of Yap (main) Island.

		Particulars of tubercular diseases causing death							Total
		Tuber- culosis of the lungs	Tuber- culosis of the intestines	Tuber- cular menin- gitis	Tuber- cular caries	Tuber- cular pleurisy	Tuber- cular peritonitis	Spinal caries	
1929	No. of deaths	83	1	3	1	3	11	—	102
	Permillage against total population, 3,996	20.77	.25	.75	.25	.75	2.75	—	25.52
1930	No. of deaths	80	—	1	—	2	3	2	88
	Permillage against total population, 3,888	20.57	—	.25	—	.51	.77	.51	22.63

TABLE NO. VII.

Table Showing Results of Investigation into Health Condition of Natives of Yap (main) Island.

Total population.....	3,996	
No. of persons whose health condition was examined	3,787	
No. of persons in good health	1,091	
No. of persons in bad health	2,696	
Chronic contagious diseases:		
Tuberculosis	Tuberculosis of the lungs.....	192
	Tuberculosis of the intestines.....	7
	Tuberculosis of the gland.....	216
	Tuberculosis of the bone	20
	Tuberculosis of the joint	13
	Tuberculosis of the peritoneum	20
	Spinal caries	40
Syphilis	16	
Trachoma	161	
Leprosy	39	
Tropical diseases:		
Framboesia	158	
Tinea imbricata	24	
Diseases of the respiratory organs:		
Cold.....	100	
Chronic bronchial catarrh	277	
Bronchial asthma	22	

Dry pleurisy	11
Wet pleurisy	15
Diseases of the circulatory organ:	
Imperfection of the mitral valve	10
Arteriosclerosis	49
Diseases of the digestive organs and parasites:	
Round worms	56
Liver cirrhosis	2
Chronic catarrh of the stomach and intestines.....	63
Hook worms	43
Diseases of the nervous system:	
Hysteria	1
Nervous debility.....	11
Neuralgia	135
Encephalomalacia	10
Partial paralysis.....	6
Mental disease.....	33
Diseases of the eye and its accessory organs:	
Panophthalmipis	5
Senile cataract.....	22
Cataract	20
Diseases of the bone and joint:	
Rheumatism of the joint	24
Inflammation of the periosteum and marrow	10
Inflammation of the joint of the knee.....	24
Diseases of the urinary organs:	
Chronic nephritis	5
Hernia of the scrotum	1
Chronic cystitis	2
Tumour:	
Fatty tumour	58
Fibrous tumour	5
Tumour of the ovary	2
Cancer of the uterine muscle	1
Tumour of the blood vessel of the under-lip.....	1
Diseases of the skin:	
Ringworm	85
Pityriasis verstcolar	88
Eczema	7
Elephantiasis	1
Simple swelling of the lymphatic gland:	
Swelling of the cervical gland	432
Swelling of the inguinal gland.....	137
Metabolism:	
Beriberi	13
Infantile beriberi	3

TABLE NO. VIII.

Table Showing No. of Tubercular Patients Classified According to Ages.

Age	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	Total
No. of patients.....	—	2	21	66	33	39	31	—	192

TABLE NO. IX.

Table Showing Ratio of Tubercular Patients against Total
Native Population of Yap (main) Island.

	Popula- tion	Particulars of tubercular patients							Total
		Tuber- culosis of the lungs	Tuber- culosis of the intestines	Tuber- culosis of the gland	Tuber- culosis of the bone	Tuber- culosis of the joint	Tuber- culosis of the peri- toneum	Spinal caries	
No. of patients classified according to diseases	3,996	192	7	216	20	13	20	40	508
Permillage of patients against total population ...	—	48.05	1.75	54.05	5.01	3.25	5.01	10.01	127.11

TABLE NO. X.

Table Showing Results of Investigation into Kanaka Natives of Yap (main) Island in regard to Venereal Diseases.

Total population	No. of persons examined	No. of persons not suffering from venereal diseases	No. of persons suffering from venereal diseases	Persons who once suffered from venereal diseases						
				Acute gonorrheal inflammation of the urinary passage	Chronic gonorrheal inflammation of the urinary passage	Gonorrheal epididymitis	Gonorrheal catarrh of cervix uteri	Gonorrheal inflammation of the membrane lining the uterus	Gonorrhea of the urinary passage	Orchitis and epididymitis
Male	1,252	940	312	18	289	5	—	—	586	285
Female	1,102	630	472	19	111	—	85	239	565	—
Total	2,354	1,570	784	37	400	5	85	239	1,151	285
										871
										565
										1,436

TABLE NO. XI.

Table Showing No. of Kanaka Natives of Yap (main) Island Classified According to Age.

Classification		Age—8-10										Aggregate total
		11-15	16-20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	
Male	(No. of persons examined...	64	167	109	128	122	144	134	113	85	56	1,252
	No. of patients	2	33	36	40	48	49	43	27	12	12	312
	%	3.13	25.39	33.00	31.25	39.34	34.03	32.09	23.89	14.12	21.42	24.90
Female	(No. of persons examined...	63	124	135	154	151	147	98	79	11	4	1,102
	No. of patients	11	78	68	74	71	66	36	37	3	—	472
	%	17.36	62.90	50.37	48.05	47.02	44.89	36.73	46.84	27.27	—	42.83
Total	(No. of persons examined...	127	254	244	282	273	291	232	192	96	10	2,354
	No. of patients	13	111	104	114	119	115	79	64	15	12	784
	%	10.24	43.70	42.62	40.43	43.59	29.52	34.05	33.33	15.62	20.00	33.31

TABLE NO. XII.

Table Showing No. of Pupils of Public Schools of Yap (main) Island Suffering from Venereal Diseases.

Classification		Age—										Above 18	Aggregate total
Male	No. of persons examined	11	7	16	10	11	12	13	14	15	16	17	
	No. of patients	—	—	1	1	1	—	1	—	—	2	—	5
	%	—	—	6.25	3.70	—	—	4.00	—	—	15.38	—	3.11
Female	No. of persons examined	6	7	33	38	21	21	18	8	8	—	1	140
	No. of patients	1	—	3	4	4	4	2	2	—	—	1	17
	%	16.67	—	9.09	10.53	19.05	19.05	11.11	25.00	—	—	100.00	12.14
Total	No. of persons examined	17	14	49	65	42	42	43	27	28	13	2	301
	No. of patients	1	—	4	5	4	4	3	2	—	2	1	22
	%	5.88	—	8.16	7.69	9.52	9.52	7.14	7.41	—	15.40	50.00	7.31

TABLE NO. XIII.

Table Showing Results of Investigation into Marriages and Conceptions of Kanaka Women of Yap (main) Island.

Classification	Age—11-15	16-20	21-25	26-30	31-35	36-40	41-45	46-50	Total
No. of persons examined	136	124	135	154	151	147	98	79	1,024
No. of married women	14	76	131	150	150	145	98	79	843
No. of married women who have never conceived	10	39	54	49	51	41	28	22	294
Percentage against No. of married women	71.49	51.32	41.22	32.67	34.00	28.28	28.58	27.85	34.87

TABLE NO. XIV.

Table Showing Results of Investigation into Conceptions of Kanaka Woman of Yap (main) Island.

Classification	No. of conceptions					Total	Particulars of results		Particulars of babies normally born	
	Age—11-20	21-30	31-40	41-50	Above 51		Premature births, miscarriages, still births	Normal births	Deaths before reaching 1 year of age	Growing up
No. of women who conceived.....	41	178	203	127	10	559	—	—	—	—
Actual No.	57	380	574	366	40	1,417	82	1,335	178	1,157
%	—	—	—	—	—	—	5.79	94.21	13.79	86.21

XI. Statistics.

- (a) The following tables show the number of patients treated at the South Seas Bureau Hospitals.

N.B.—The condition of the means of communication in, and the geographical position of, the mandated territory, render the collection of statistical materials from different places a work of long duration, about six months being required to complete it. Accordingly it is impossible to give in the Annual Report all the statistical figures for the year dealt with. Formerly the greater part of the statistical figures given in the Report were those for the preceding year. But in order to give the latest figures available, those for the first half of the year dealt with have been given in the present Report besides those for the preceding year. This entails great efforts on the part of the compilers. If it is required to give the figures for the whole year, it will necessarily cause much delay in the presentation of the Annual Report.

- (1) Patients treated classified according to diseases.

The following table show the total number of treatments given to patients at the South Seas Bureau Hospitals:—

Hospital	1927			1928			1929			1930			Jan.-June, 1931		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Saipan	24,729	24,139	48,868	30,165	25,367	55,532	19,622	20,407	40,029	30,479	26,553	57,032	26,803	23,080	49,883
	22	—	22	139	—	139	183	9	192	77	6	83	94	22	116
	13,946	13,563	27,509	9,894	13,190	23,080	7,692	8,222	15,914	7,481	7,434	14,915	8,023	6,594	14,617
Yap	2,348	1,466	3,814	1,797	1,786	3,583	2,578	2,199	4,777	2,457	1,899	4,356	1,208	984	2,192
	84	18	102	56	151	207	195	235	430	28	207	235	—	40	40
	5,611	4,652	10,263	5,245	4,222	9,467	9,603	15,048	24,651	13,430	19,619	32,049	4,611	3,862	8,473
Palau	12,127	11,160	23,287	10,730	9,338	20,068	9,994	8,841	18,835	11,662	11,122	22,784	7,729	6,954	14,683
	—	—	—	17	—	17	2	2	4	8	—	8	36	—	36
	8,404	5,347	13,751	5,209	3,491	8,700	8,104	7,062	15,166	6,115	4,083	10,198	5,134	3,284	8,418
Angaur	2,759	1,846	4,605	3,396	1,621	5,017	1,834	1,577	3,411	2,295	2,306	4,601	1,707	1,499	3,206
	125	—	125	305	—	305	83	—	83	79	—	79	40	—	40
	15,102	1,082	16,184	11,872	1,602	13,474	8,444	1,530	9,974	8,164	1,759	9,923	3,509	1,127	4,636
Truk	4,638	3,224	7,862	3,520	2,705	6,225	4,927	3,700	8,627	5,074	3,726	8,800	3,929	2,703	6,632
	38	2	40	18	—	18	17	18	35	83	—	83	102	6	108
	4,569	4,796	9,365	6,404	5,285	11,689	6,982	5,942	12,924	5,786	5,538	11,324	7,481	5,320	12,801
Ponape	6,336	4,288	10,624	6,964	6,070	13,034	7,541	6,176	13,717	7,618	7,251	14,869	4,023	3,418	7,441
	108	17	125	184	—	184	226	74	300	243	72	315	151	31	182
	9,063	6,966	16,029	6,016	4,501	10,517	8,449	7,282	15,731	8,549	5,266	13,815	5,024	3,914	8,938
Kusaie	—	8	29	232	79	311	182	99	281	264	113	377	119	104	223
	—	—	—	34	9	43	24	9	33	—	—	—	51	51	104
	3,611	4,562	8,173	2,510	2,394	4,904	3,254	3,258	6,512	2,811	2,702	5,513	1,075	1,406	2,481
Jaluit	4,782	1,766	6,548	4,441	1,820	6,261	4,073	1,541	5,614	5,400	2,462	7,862	1,414	1,021	2,435
	49	20	69	219	—	219	294	24	318	253	6	259	271	4	275
	17,283	19,568	36,851	17,727	29,179	37,899	23,807	24,364	48,171	22,190	23,421	45,611	12,630	13,352	25,982
Aggregate total	57,740	47,897	105,637	61,245	48,786	110,031	50,751	44,540	95,291	65,249	55,432	120,681	46,932	39,763	86,695
	428	57	485	972	160	1,132	1,024	371	1,395	771	291	1,062	745	103	848
	77,580	60,636	138,125	64,866	54,864	119,730	76,335	72,708	149,043	74,526	68,822	143,348	47,487	38,859	86,346

Branch Bureau	Saipan		Yap		Palau		Truk		Ponape		Jaluit		Aggregate total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
I Diseases of the new-born { Japanese { Foreigners { Natives	4	12	1	—	2	2	—	—	—	—	—	1	7	15
	5	1	3	3	3	—	2	1	1	2	—	—	14	7
II Diseases of the blood and dis- orders of metabolism { Japanese { Foreigners { Natives	—	3	—	—	1	—	2	—	—	—	—	—	3	3
	2	—	2	—	2	3	10	11	2	1	—	—	18	15
III Diseases of the mind { Japanese { Foreigners { Natives	—	1	—	—	—	—	—	—	—	—	—	—	—	1
	—	—	—	—	—	—	—	—	—	—	—	—	—	—
IV Disease of the nervous system { Japanese { Foreigners { Natives	20	7	—	—	1	—	—	—	—	—	—	—	21	7
	2	—	3	2	2	1	—	—	3	1	—	3	12	7
V Diseases of the ductless glands { Japanese { Foreigners { Natives	—	—	—	—	—	—	—	—	—	—	—	—	—	—
VI Diseases of the circulatory system { Japanese { Foreigners { Natives	9	5	—	—	—	2	—	—	—	—	—	—	9	7
	1	3	—	—	5	1	5	7	4	2	1	—	16	13
VII Diseases of the eye and ap- pendages { Japanese { Foreigners { Natives	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	—	—	—	—	—	—	—	—	—	—	—	—	—	—
VIII Diseases of the ear { Japanese { Foreigners { Natives	—	1	—	—	—	—	—	—	—	—	—	—	—	1
	—	—	—	—	—	—	—	—	—	—	—	1	—	1
IX Diseases of the nose and throat { Japanese { Foreigners { Natives	—	—	—	—	—	—	—	—	—	—	—	—	—	—
X Diseases of the respiratory system { Japanese { Foreigners { Natives	12	11	—	—	3	1	—	—	—	—	—	1	15	13
	27	21	13	13	24	19	64	56	64	50	11	12	203	171
XI Diseases of the digestive system { Japanese { Foreigners { Natives	47	47	1	—	6	4	1	—	1	2	1	—	57	63
	12	14	21	13	6	4	89	62	10	8	19	20	157	121
XII Diseases of the tooth { Japanese { Foreigners { Natives	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	—	—	—	—	—	—	—	—	—	—	—	—	—	—

Branch Bureau	Saipan		Yap		Palau		Truk		Ponape		Jaluit		Aggregate total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
XIII Diseases of the locomotor system { Japanese Foreigners Natives	1	—	—	—	—	—	—	—	—	—	—	—	1	—
	—	—	—	—	2	—	1	—	—	—	—	—	3	—
XIV Diseases of the skin and appendages { Japanese Foreigners Natives	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XV Diseases of the urinary and generative system { Japanese Foreigners Natives	4	5	—	—	1	—	—	—	—	—	—	—	5	10
	1	1	—	—	—	2	—	—	1	8	—	—	2	11
XVI Diseases due to physical agents { Japanese Foreigners Natives	7	3	—	—	—	—	—	—	—	—	—	—	7	10
	—	—	—	—	1	—	1	—	1	—	—	—	3	—
XVII Drowning and hanging { Japanese Foreigners Natives	6	—	—	—	—	—	—	—	—	—	—	—	6	—
	—	—	—	—	2	—	—	1	—	—	—	1	2	4
XVIII Malformations { Japanese Foreigners Natives	—	1	—	—	—	—	—	—	—	—	—	—	—	1
	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XIX Pregnancy and accouchements { Japanese Foreigners Natives	—	2	—	2	—	—	—	—	—	1	—	—	2	—
	—	—	—	—	—	—	—	—	—	—	—	—	—	4
XX Poisonings { Japanese Foreigners Natives	2	1	—	—	—	—	—	1	—	—	—	—	2	4
	—	—	—	—	—	1	—	—	—	—	2	—	2	—
XXI Beriberi { Japanese Foreigners Natives	3	1	—	—	—	—	—	—	—	1	—	—	3	—
	—	—	2	—	—	—	—	—	—	—	3	—	5	—
XXII New-growths or neoplasm { Japanese Foreigners Natives	1	—	—	—	—	—	—	—	—	—	—	—	1	—
	—	—	—	—	—	—	—	—	—	—	—	—	—	—
XXIII Parasites { Japanese Foreigners Natives	2	1	—	—	—	—	—	—	—	—	—	—	2	—
	—	1	—	—	—	—	—	—	—	—	—	—	—	—
XXIV Infectious diseases { Japanese Foreigners Natives	26	21	—	—	2	—	3	1	2	—	—	—	33	22
	15	21	1	48	15	6	59	56	11	10	5	11	1	163
														316

XXV	Tropical diseases	{ Japanese Foreigners Natives }	2 — 1	3 — 2	— — —	1 — 2	— — —	2 — 8	3 — 1	— — —	— — —	— — —	— — —	— — —	5 — 11	6 — 3	11 — 14
XXVI	Not diagnosticable.....	{ Japanese Foreigners Natives }	1 — 6	1 — 5	— — 16	— — 1	— — 1	— — —	— — —	— — —	— — —	— — —	— — —	— — —	1 — 30	1 — 26	2 — 56
	Aggregate total.....	{ Japanese Foreigners Natives Total }	147 — 72 219	126 — 69 195	2 1 108 111	— — 103 103	17 65 82	9 — 39 48	8 2 239 249	5 — 195 200	3 — 97 100	2 — 84 86	1 — 55 56	2 — 60 62	178 3 636 817	144 — 550 694	322 3 1,186 1,511
1929		{ Japanese Foreigners Natives Total }	148 — 74 222	137 — 83 220	2 — 105 107	— — 98 98	22 1 66 89	5 — 50 55	9 2 321 332	5 — 301 306	4 — 102 106	3 — 92 95	1 — 55 56	1 — 52 53	186 3 725 914	151 — 676 827	337 3 1,401 1,741
1928		{ Japanese Foreigners Natives Total }	116 — 57 173	75 — 51 126	1 — 102 103	1 — 103 104	13 — 55 68	— — 52 52	3 — 205 208	7 — 177 184	4 1 87 92	3 — 70 73	6 — 85 91	2 — 70 72	143 1 591 735	88 — 523 611	231 1 1,114 1,346
1927		{ Japanese Foreigners Natives Total }	63 — 48 111	27 — 44 71	1 1 152 154	— — 169 169	14 — 59 73	12 — 53 65	3 — 200 203	2 — 163 165	5 — 103 108	2 — 83 85	1 1 122 124	2 — 90 92	87 2 684 773	45 — 602 647	132 2 1,286 1,420
1926		{ Japanese Foreigners Natives Total }	52 — 31 83	23 — 44 67	— 2 201 203	— — 243 243	7 — 85 92	4 — 62 66	11 — 107 118	3 — 111 114	5 — 54 59	1 — 64 65	1 — 114 115	3 — 72 75	76 2 592 670	34 — 596 630	110 2 1,188 1,300

APPENDIX II.

A Collection of Laws and Regulations.

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- N.B.—(1) Of the laws or regulations contained in this collection, those newly promulgated during 1931 are marked with * and those partially amended with †.
- (2) This annexe contains only those laws and regulations which were newly promulgated or partially amended during 1931. As for the others please see “Laws and Regulations” appended to the Annual Report for 1930.
- (3) As for the laws or regulations which were partially amended, only those parts which were so dealt with are given. As for the other parts, please see “Laws and Regulations” appended to the Annual Report for 1930.

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Regulations for the Organization of the South Seas Bureau.

The following amendments are made in the Regulations for the Organization of the South Seas Bureau by Imperial Ordinance No. 163 promulgated on June 29, 1931, and take effect on the day of promulgation:

In Article II the term "47 Clerks" is amended to "49 Clerks" and the term "14 Assistant Experts" to "15 Assistant Clerks."

N.B.—The relevant original article reads as follows:

ARTICLE II. The South Seas Bureau has the following personnel appointed thereto:

1	Director.	*Chokunin rank.
1	Secretary.	*Sonin rank.
5	Managing Secretaries.	" "
1	Police Inspector.	" "
2	Experts.	" "
47	Clerks.	*Hannin rank.
11	Police Sergeants and Assistant Police Sergeants.	" "
14	Assistant Experts.	" "

Rules for the Division of Charge of Business of the South Seas Bureau.

The following amendments are made in the Rules for the Division of Charge of Business of the South Seas Bureau by South Seas Bureau Instruction No. 12 promulgated on May 16, 1931 and take effect on the day of promulgation:

The following two items are added to Article III:

18. Census-taking.

19. Investigation into natural resources.

The following two items are added to Article IV:

2 of 2. Concerning incomes other than taxes and miscellaneous loans.

2 of 8. Audit of the accounts in trust.

N.B.—The relevant original articles read:

Article III. The General Affairs Section is in charge of the following affairs:

(Items No. 1 to No. 17 omitted)

Article IV. The Financial Affairs Section is in charge of the following affairs :

(Items No. 1 to No. 13 omitted)

Regulations for the Organization of the South Seas Bureau Post Offices.

The following amendments are made in the Regulations for the Organization of the South Seas Bureau Post Offices by Imperial Ordinance No. 164 promulgated on June 29, 1931, and take effect on the day of promulgation :

Clause I of Article I is amended as follows :

The South Seas Bureau Post Offices are under the control of the Director of the South Seas Bureau and are in charge of business concerning posts, postal money order and post office saving banks and may additionally take charge of business concerning telegraphs and telephones.

The term "Chief of the specially designated Post Office of Hannin rank" is added after the term "10 Assistant Communication Experts of the Hannin rank in full service."

The following clause is added to Article III.

The post of the Chief of the Post Office specially designated by the Director of the South Seas Bureau is filled by the Chief of the specially designated Post Office. Under order of the Director of the South Seas Bureau he manages the affairs of his office.

N. B.—The relevant original articles read :

ARTICLE I. The South Seas Bureau Post Offices are under the control of the Director of the South Seas Bureau and are in charge of business concerning posts, postal money order, post office savings banks, telegraphs and telephones.

(Clause 2 omitted)

ARTICLE II. The staff of the Post Office is composed of the following personnel :

Chief.

1 Communication Expert of the Sonin rank in full service.

44 Communication Clerks and Assistant Communication Clerks of the Hannin rank in full service.

10 Assistant Communication Experts of the Hannin rank in full service.

ARTICLE III. The post of the Chief is filled either by a Secretary of the South Seas Bureau or by a Communication Clerk. Under order of the Director of the South Seas Bureau, he manages the affairs of his office and directs and supervises his subordinates.

Regulations for the Organization of the South Seas Bureau Primary Schools.

The following amendment is made in the Regulations for the Organization of the South Seas Bureau Primary Schools by Imperial Ordinance No. 53 promulgated on April 10, 1931, and takes effect on the day of promulgation:

In Article II the term "32 Teachers" is amended to "39 Teachers."

N. B.—The relevant original article reads:

ARTICLE II. The staff of the Primary Schools is composed of the following personnel:

Principal.

32 Teachers of the Hannin rank in full service.

Regulations for the Organization of the South Seas Bureau Public Schools.

The following amendment is made in the Regulations for the Organization of the South Seas Bureau Public Schools by Imperial Ordinance No. 54 promulgated on April 10, 1931 and takes effect on the day of promulgation:

In Article II the term "56 Teachers" is amended to "58 Teachers."

N. B.—The relevant original article reads:

ARTICLE II. The staff of the Public Schools is composed of the following personnel:

Principal.

56 Teachers of the Hannin rank in full service.

Rules for the Marine Products Experimental Station of the South Seas Bureau.

South Seas Bureau Instruction No. 11, promulgated on May 12, 1931.

ARTICLE I. A Marine Products Experimental Station is established in the South Seas Bureau to take charge of investigations and experiments in marine products.

ARTICLE II. A Chief is appointed to the Marine Products Experimental Station. The post of the Chief is filled by an Expert. Under order of the Director of the South Seas Bureau, he manages the affairs of the Station.

SUPPLEMENTARY RULE. The present Instruction takes effect on the day of promulgation.

CHAPTER III.

Financial Affairs.

Poll-Tax Regulations for the South Sea Islands.

The following amendment is made in the Poll-Tax Regulations for the South Sea Islands by South Seas Bureau Ordinance No. 15 promulgated on November 1, 1931 and is put into effect from the fiscal year 1932:

In Article II the following additions are made after the term "Eighth class":

Ninth class:	4 yen a year per capita.
Tenth class:	3 yen a year per capita.
Eleventh class:	2 yen a year per capita.

N. B.—The relevant original article reads:

ARTICLE II. The poll-tax is levied at the following rates for each fiscal year:

First class:	50 yen a year per capita.
Second class:	40 yen a year per capita.
Third class:	30 yen a year per capita.
Fourth class:	20 yen a year per capita.
Fifth class:	15 yen a year per capita.
Sixth class:	10 yen a year per capita.
Seventh class:	7 yen a year per capita.
Eighth class:	5 yen a year per capita.

Procedure of Enforcement of the Poll-Tax Regulations for the South Sea Islands.

The following amendments are made in the Procedure of Enforcement of the Poll-Tax Regulations for the South Sea Islands by South Seas Bureau Ordinance No. 45 promulgated on November 1, 1931 and are put into effect from the fiscal year 1932:

In Article I the term "according to the following scale" is amended to "according to the following scale after taking the living condition of the taxpayer into consideration" and the term "less than 1,000 yen" to "more than 700 yen" and the following additions are made after the term "Eighth class."

Ninth class:	profit made in a year, more than 600 yen
Tenth class:	profit made in a year, more than 500 yen
Eleventh class:	profit made in a year, less than 500 yen

N. B.—The relevant original article reads:

ARTICLE I. The rates of the poll-tax shall be determined according to the following scale :

- First class : profit made in a year, 9,000 yen or more.
- Second class : profit made in a year, 7,000 yen or more.
- Third class : profit made in a year, 5,000 yen or more.
- Fourth class : profit made in a year, 3,500 yen or more.
- Fifth class : profit made in a year, 2,300 yen or more.
- Sixth class : profit made in a year, 1,500 or more.
- Seventh class : profit made in a year, 1,000 yen or more.
- Eighth class : profit made in a year, less than 1,000 yen.

Rules for the Enforcement of the Regulations concerning Port Clearance Dues in the South Sea Islands.

The following amendment is made in the Rules for the Enforcement of the Regulations concerning Port Clearance Dues in the South Sea Islands by South Seas Bureau Ordinance No. 8 promulgated on August 15, 1931 and takes effect on the day of promulgation :

In VII of Article VI the term "and that it is poisonous" is struck out.

N. B.—The relevant original article reads :

VII OF ARTICLE VI. The denatured alcohol for heating purpose or molasses, for which official recognition has been obtained in accordance with the provisions of the preceding two articles, shall have on its receptacle or cover inscriptions stating that the content is denatured alcohol for heating purpose or molasses not to be eaten or drunk and that it is poisonous.

(Clause 2 omitted)

Rules for the Collection of Fees and Travelling Expenses.

The following amendments are made in the Rules for the Collection of Fees and Travelling Expenses by South Seas Bureau Ordinance No. 13 promulgated on September 1, 1931 and take effect on the day of promulgation :

In Article I the term "or a person applying for perusal of official books" is added after the term "or applying for registration in official books" and the following item is added to the same article :

3. Perusal of the registration book in accordance with Article III of the Rules for the Enforcement of Civil Administration Ordinance No. 3 of 1916: 1 sen per item.

N. B.—The relevant original article reads :

ARTICLE I. A person desiring to have official verification or applying for registration in official books shall pay fees according to the under-mentioned scale except in cases separately provided for :

1. Verification of various kinds: 50 sen per document.
2. Registration: 1 yen per case.

CHAPTER IV.

Education and Religion.

Detailed Rules for the Enforcement of the Regulations for the South Seas Bureau Primary Schools.

The following amendments are made in the Detailed Rules for the Enforcement of the Regulations for the South Seas Bureau Primary Schools by South Seas Bureau Ordinance No. 23 promulgated on July 20, 1931 and take effect on the day of promulgation:

In Clause 1 of Article VII the term "every new term" is amended to "every new school year" and in Clause 2 of the same article the term "before the completion of a term" is amended to "before the completion of a school year."

N.B.—The relevant original article reads:

ARTICLE VII. Every new term, within one week after the opening of instruction, the Principal of a Primary School shall prepare in accordance with Form No. 7 a table of the organization of classes and present it to the Director of the South Seas Bureau through the Chief of the Branch Bureau.

The same step shall be taken if and when before the completion of a term any change is introduced in the organization of classes.

(Clause 3 omitted)

Detailed Rules for the Enforcement of the Regulations for the South Seas Bureau Public Schools.

The following amendments are made in the Detailed Rules for the Enforcement of the Regulations for the South Seas Bureau Public Schools by South Seas Bureau Ordinance No. 24 promulgated on July 20, 1931 and take effect on the day of promulgation:

In Clause 1 of Article VI the term "every new term" is amended to "every new school year" and term "before a term is completed" to "before a school year is completed."

N.B.—The relevant original article reads:

ARTICLE VI. Every new term, within two weeks after the opening of teaching, the Principal of a Public School shall prepare in accordance with Form No. 4 a table of the organization of classes, and present it to the Director of the South Seas Bureau. The same step shall be taken when before a term is completed any change is introduced in the organization of classes.

(Clause 2 omitted)

Rules concerning Allowances to Children of Public Schools.

The following amendment is made in the Rules concerning Allowances to children of Public Schools by South Seas Bureau Ordinance No. 5 promulgated on March 27, 1931 and is put into effect on April 1, 1931.

In Article VII the term "at the rate of seven sen per meal" is amended to "within the limit of seven sen per meal."

N. B.—The relevant original article reads:

ARTICLE VII. Board is given to children living in the boarding-house, who can not afford it on account of difficulty of communications or other circumstances, in the shape of money at the rate of seven sen per meal.

Rules concerning the Propagation of Religion.

South Seas Bureau Ordinance No. 9, promulgated on August 15, 1931.

ARTICLE I. By the term "religion" in the present ordinance is meant either Shintoism or Buddhism or Christianity.

ARTICLE II. A person desiring to engage in the propagation of religion shall report to the Director of the South Seas Bureau by presenting a statement of the following matters, attaching thereto his curriculum vitae:

1. Name of the religion.
2. Method of propagation.

In case any change is made in any of the matters mentioned in the preceding Clause it shall be reported to the Director of the South Seas Bureau within ten days. The same procedure shall be taken in case the name of the person is changed, or his residence is removed or he has abandoned the work of propagating religion.

When several persons form a body to engage in the propagation of religion, the superintendent of their organization may present the report mentioned in each of the preceding Clauses. In regard, however, to matters concerning persons engaged in the propagation of religion in the district under the jurisdiction of a Branch Bureau, their senior representing them shall present the report mentioned in the present Clauses.

ARTICLE III. A person proposing to establish a temple, a church, a preaching station, a lecture station or a similar other institute for religious purposes shall obtain recognition from the Director of the South Seas Bureau by presenting a statement of the following matters:

1. Reason necessitating its establishment.
2. Term in which its establishment is to be completed.
3. Its name, location, site and important matters relative to the building. A plan of the premises shall be attached.
4. Name of the religion.
5. Methods of overseeing and maintenance.
6. In case a person is to be appointed to take charge, his qualification and the method of selecting him.

When the establishment mentioned in the preceding Clause has been completed, it shall be reported to the Director of the South Seas Bureau without delay.

In case a change is made in any of the matters mentioned in each Item of Clause 1, it shall be reported within ten days to the Director of the South Seas Bureau by stating the reason therefor. The same procedure shall also be taken in case the establishment is closed. In regard to a change in the matter mentioned in Item No. 3, recognition shall be obtained from the Director of the South Seas Bureau.

ARTICLE IV. When a person has been appointed to take charge of the establishment as mentioned in Item No. 6 of Clause 1 of the preceding Article, its founder or overseer shall report the name of the person within ten days to the Director of the South Seas Bureau. When the person is changed, the same procedure shall also be taken.

ARTICLE V. A person proposing to establish a school or a similar other institute shall report it to the Director of the South Seas Bureau by presenting a statement of the following matters:

1. Name, location, site and important matters relative to the building.
A plan of the premises shall be attached.

2. School rules.

3. Methods of overseeing and maintenance.

In case a change is made in any of the matters mentioned in each Item of the preceding Clause, it shall be reported within ten days to the Director of the South Seas Bureau. When the establishment is closed, the same procedure shall also be taken.

ARTICLE VI. The number of believers at a religious establishment or that of the staff and students of a religious school shall be reported as it stands at the end of April every year to the Director of the South Seas Bureau by its founder or supervisor before the 10th of the following month.

ARTICLE VII. The Director of the South Seas Bureau may demand the presentation of reports which he deems necessary other than one mentioned in the preceding Article.

SUPPLEMENTARY RULES. The present Ordinance takes effect on the day of promulgation.

Persons engaged in the propagation of religion prior to the enforcement of the present Ordinance shall present such a report as is mentioned in Clause 1 of Article II within three months after the enforcement of the present Ordinance.

The founder or supervisor of a temple, a church, a preaching station, a lecture station or a similar other institute which has been in use for religious purposes prior to the enforcement of the present Ordinance shall present such reports as are mentioned in Item No. 1 to Item No. 6 of Article III within three months after the enforcement of the present Ordinance.

When the reports mentioned in the preceding Clause have been presented, the recognition mentioned in Clause 1 of Article III is considered to have been granted.

The founder or supervisor of a school or a similar other institute which has been in use for religious purposes prior to the enforcement of the present Ordinance shall present such a report as is mentioned in Clause 1 of Article V within three months after the enforcement of the present Ordinance.

CHAPTER VII.

Administration of Justice.

Judicial Ordinance for the South Sea Islands.

The following amendment is made in the Judicial Ordinance for the South Sea Islands by Imperial Ordinance No. 127, promulgated on June 10, 1931, and takes effect on the day of promulgation.

In Clause 2 of Article IX the term "a Public Procurator" is amended to "two Public Procurators."

N.B.—The relevant original article reads:

ARTICLE IX. A Public Procurator's office is attached to each Court.

A Public Procurator in full service is appointed for all Courts. The Public Procurator is of the Sonin rank.

(Clause 2 and Clause 4 omitted)

CHAPTER VIII.

Land.

Concerning Land Owned by Natives and Contracts Concluded with Natives.

The following amendments are made in the Civil Administration Office Ordinance No. 3 of 1916 by South Seas Bureau Ordinance No. 11 promulgated on September 1, 1931 and take effect on the day of promulgation.

The following proviso is added to Article I.

This rule, however, is not applied in case sanction of the Director of the South Seas Bureau has been obtained. In this case unless a written application for registration of the contract is presented within thirty days after the sanction has been granted to the Branch Bureau governing the district, in which the land concerned is situated, the sanction becomes invalid.

In Article II the term "Civil Administration Office" is amended to "Branch Bureau."

N. B.—The relevant original articles read :

ARTICLE I. Persons other than the Government authorities shall not conclude contracts looking to the purchase and sale, assignment or mortgage of land owned by natives.

ARTICLE II. Contracts between Japanese or foreigners and natives, other than the contracts provided for in the foregoing article, shall not take effect unless sanctioned by and registered at the competent Civil Administration Office, with the exception of everyday petty transactions and employment contracts for a term of not more than one year.

The competent Civil Administration Office mentioned above means, in regard to contracts relating to land, the Civil Administration Office exercising jurisdiction over the land concerned, and in respect of other contracts the Civil Administration Office whose jurisdiction covers the place where the natives concerned are resident.

Rules for the Enforcement of Civil Administration Office Ordinance No. 3 of 1916.

*South Seas Bureau Ordinance No. 12, promulgated
on September 1, 1931.*

ARTICLE I. A person desiring to obtain sanction for the conclusion of a contract in accordance with the proviso of Article I of Civil Administration Office Ordinance No. 3 of 1916, shall present a written application jointly signed by the parties concerned containing a statement of the following matters

to the Director of the South Seas Bureau through the Chief of the Branch Bureau governing the district in which the land concerned is situated:

1. Permanent domicile (in the case of a foreigner, his nationality), present address, occupation, personal name or appellation, and age of the parties concerned.
2. Reason necessitating the contract.
3. Full text of the contract.
4. Location, kind and area of the land, which is the object of the contract.

A map showing the location of the land, which is the object of the contract, a plan showing the result of survey made and documents verifying its rights shall be attached to the application mentioned in the preceding Clause.

ARTICLE II. A person desiring to obtain sanction of a contract and have it registered in accordance with Article II of Civil Administration Office Ordinance No. 3 of 1916 shall present a written application for sanction and registration prepared in accordance with the preceding Article to the Chief of the competent Branch Bureau. Such matters as are mentioned in Item No. 4 and such documents as are mentioned in Item No. 2 of Clause 1 of the preceding Article, however, need not be stated or attached except in a case in which sanction and registration of a contract concerning land are applied for.

Besides complying with the provisions of the preceding Clause, a written application for registration of a contract concerning the purchase and sale, assignment or mortgage of land shall have attached to it the sanction granted by the Director of the South Seas Bureau.

ARTICLE III. Any person may apply for perusal of the book for registration of contracts by paying the due fee therefor.

SUPPLEMENTARY RULE. The present Ordinance takes effect on the day of promulgation.

CHAPTER IX.

Industry.

Rules for the Encouragement of the Cultivation of Cocoa-Palms.

The following amendments were made in the Rules for the Encouragement of the Cultivation of Cocoa-Palms by South Seas Bureau Ordinance No. 2 promulgated on May 15, 1931:

In Article I the term "planting cocoa-palms or putting in order cocoa-palm groves" is amended to "planting cocoa-palms, or putting in order cocoa-palm groves or erecting an establishment for drying copra."

The following Item is added to Article II:

2. Within one-fourth of the expense for erection in case an establishment for drying copra is erected.

In Article III the term "or Form No. 3" is added after the term "Form No. 1."

In Article IV, the term "planting or putting in order" to "planting or putting in order or erection of an establishment for drying copra" and the term "or Form No. 4" is added after the term "Form No. 2."

Article V is amended as follows:

Those receiving bounties shall carry out complementary planting and also weeding twice a year for the ensuing two years, and, in the case of an establishment for drying copra, shall not use it otherwise or abolish it for the ensuing three years.

Forms No. 3 and No. 4 are added.

SUPPLEMENTARY RULES. The present Ordinance takes effect on the day of promulgation.

For the year only of the enforcement of the present Ordinance, the period during which applications for obtaining bounties in regard to the erection of establishments for drying copra shall be up to August 31.

(Forms omitted)

N. B.—The relevant original articles read:

ARTICLE I. Persons planting cocoa-palms or putting in order cocoa-palm groves and recognized by the Director of the South Seas Bureau as deserving are given bounties within the limits of the estimate therefor for the year.

ARTICLE II. The cases in which bounties are given and the limits of bounties are as follows:

1. Under 20 yen per *cho* in cases in which 100 to 200 palms per *cho* are planted in lands covering more than one *cho*.
2. Under 10 yen per *cho* in cases in which lands above one *cho* in area with 100 to 200 palms per *cho* wherein thinning, complementary planting and weeding are carried out.

ARTICLE III. Those desiring to obtain bounties shall apply to the Chief of the competent Branch Bureau before the end of March each year, presenting a petition drawn up in accordance with Form No. 1.

ARTICLE IV. Those who have received notices of bounties being given shall report to the Chief of the competent Branch Bureau within ten days when they have completed planting or putting in order, drawing up reports in accordance with Form No. 2.

ARTICLE V. Those receiving bounties shall carry out complementary planting and also weeding twice a year for the ensuing two years.

CHAPTER X.

Communications.

Concerning the Limits of Public Postal Business Dealt with by the Post Offices of the South Seas Bureau.

The following amendments were made in concerning the Limits of Public Postal Business Dealt with by the Post Offices of the South Seas Bureau by South Seas Notice No. 7 published on March 16, 1931 and South Seas Bureau Notice No. 18 published on November 25 of the same year:

In the proviso of Item No. 1 the term "mails to be specially delivered, mails requiring verification of the time of acceptance, mails requiring verification of their contents" is added after the term "postage is to be separately paid."

The proviso to 2 of Item No. 1 is amended as follows:

No mails, however, other than registered mails, mails with declared value, mails requiring proof of delivery, mails requiring investigation of the whereabouts, aerial mails, mails to be called for, mails for which postage is to be separately paid and New Year mails, shall be specially dealt with.

In the proviso to Item No. 2 the term "that requiring special delivery" is added after the term "that requiring proof of delivery."

In the proviso of 2 of Item No. 2, the term "parcel postal matter with declared value" is added after the term "parcel postal matter addressed to the United States and the Philippines."

In the proviso to Item No. 3 the term "but shall not be specially delivered" is added after "shall be delivered at the address indicated."

In the proviso to Item No. 4 the term "Payment of money orders at the address of the addressee" is struck out.

Item No. 8 is amended as follows:

Telegrams in Japanese, Chinese and European languages and foreign telegrams (press telegrams between various places in the South Sea Islands, between Japan and the South Sea Islands and between Chosen and Yap only shall be dealt with).

Press telegrams, however, requiring delivery by means of lighters, those requiring special delivery except in Saipan, those between Japan and the South Sea Islands and between Chosen and Yap, changes for which are to be paid afterward, and those between Japan and the South Sea Islands (except Yap) and between Chosen and Yap, for which precontract is made, are not dealt with.

N. B.—The relevant original texts read:

1. Acceptance of ordinary postal matter (including that directed to Japan and Manchuria).

No mails, however, other than registered mails, mails with declared value, mails to be delivered in exchange for cash, mails requiring acknowledg-

ment of delivery, mails to be called for, mails for which postage is to be separately paid and contract mails shall be specially dealt with.

2. of I. Acceptance of ordinary foreign postal matter.

No mails, however, other than registered mails, mails with declared value, mails requiring proof of delivery, mails to be called for, mails for which postage is to be separately paid and contract mails shall be specially dealt with.

II. Acceptance of registered parcel postal matter and parcel postal matter with declared value (including that directed to Japan and Manchuria).

No parcel postal matters, however, other than those to be delivered in exchange for cash, those requiring acknowledgment of delivery, and those to be called for shall be specially dealt with.

2 of II. Acceptance of foreign parcel postal matter.

No foreign parcel postal matter, however, other than registered parcel postal matter addressed to the United States and the Philippines, parcel postal matter to be called for, that requiring proof of delivery, that requiring investigation of the whereabouts, that in respect of which in case of impossibility of delivery, disposal, return, change of addressee or transmission within the country of the addressee is asked for, shall be specially dealt with.

III. Delivery at the Post Office of postal matter mentioned under the preceding numbered heads.

In Saipan Island exclusively, however, ordinary postal matter shall be delivered at the address indicated.

IV. Drawing, payment and refunding of money orders (including ordinary foreign money orders).

Payment, however, or money orders at the address of the addressee and special delivery of ordinary foreign money orders shall not be dealt with.

VIII. Telegrams in Japanese to Japan and China and foreign telegrams (press telegrams between Japan and Yap only shall be dealt with).

No delivery, however, to be effected by means of lighters and special delivery except within the limits of Saipan Island shall be made.

Rules for the Telephone Service in the South Sea Islands.

The following amendments were made in the Rules for the Telephone Service in the South Sea Islands by South Seas Bureau Ordinance No. 10 promulgated on September 1, 1931 and were put into effect on October 1 of the same year :

In Article IV the term "two *cho*" is amended to "220 metres."

In Article VI after the term "a written application" the term "attaching thereto a seal-impression" is added.

Article XXIX. Subscribers shall pay rentals for the telephones supplied to them.

A subscriber who has had provided any articles of equipment such as are mentioned under each numbered head of Article XIV shall pay an additional rental in respect thereof.

The yearly rental and additional rental shall be paid by four terms as under-mentioned and each portion shall be paid to the competent Post Office before the 20th day of the first month of each term :

First term: April 1 to June 30

Second term: July 1 to September 30

Third term: October 1 to December 31

Fourth term: January 1 to March 31.

When a telephone is opened for service during the currency of such a term as is mentioned in the preceding Clause, the rental and additional rentals in respect of the telephone for that term shall be paid by the day to the competent Post Office and the same provision shall be applied to the payment of every additional rental after subscription.

Clause 3 of Article XXXI is amended as follows, and in Clause 4 after the term "discontinuance" the term "modification" is added.

The fee mentioned in the preceding Clause shall be paid to the competent Post Office before April 20 every year. In case an application should be made during the currency of a financial year, such fee shall be paid on the occasion of making the application.

In Article XXXV the term "5 *cho*" is amended to "550 metres," the term "for every additional *cho*" to "for every additional 110 metres," and the term "2 *cho*" to "220 metres."

The following Clause is added to Article XXXIX.

The period of interruption mentioned in Item No. 2 of the preceding Clause is counted from the day on which the competent Post Office has recognized the interruption.

N. B.—The principal relevant original articles read :

ARTICLE IV. (omitted)

ARTICLE VI. A person desiring to subscribe to the telephone service shall present to the competent Post Office in respect of every desired subscription a written application giving therein the under-mentioned particulars :

ARTICLE XXIX. Subscribers shall pay rentals for the telephones supplied to them.

A subscriber who has had provided any articles of equipment such as are mentioned under each numbered head of Article XIV shall pay an additional rental in respect thereof.

The yearly rental and additional rental shall be paid by two terms as under-mentioned and each portion shall be paid within five days from the beginning of the first month of each term in accordance with the instructions of the competent Post Office.

First term: April 1 to September 30 inclusive.

Second term: October 1 to March 31 of the following year inclusive.

When a telephone is opened for service during the currency of such a term as is mentioned in the preceding clause, the rental and additional rentals in respect of the telephone for that term shall be paid by the day and the same provision shall be applied to the payment of every additional rental after subscription.

ARTICLE XXXI. Should a subscriber, in accordance with the provision of Article XIX, apply for entry in the telephone directory of any of the matters mentioned in that article, he shall pay a fee in respect thereof.

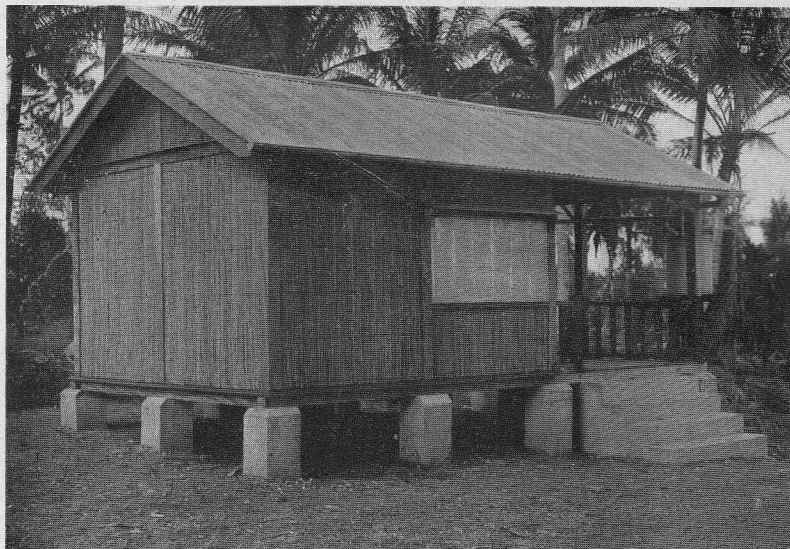
The fee for entry in the telephone directory shall be collected once in every financial year. Even in a case in which the entry has been made during the currency of a financial year, the full yearly rate shall be collected.

The fee mentioned in the preceding clause shall be paid within five days after April 1 in every year in accordance with the instructions of the Post Office. In case an application should be made during the currency of a financial year, such fee shall be paid on the occasion of making the application.

Unless an application for discontinuance of the entry is made at least fifteen clear days before the last day of a financial year, it shall be considered to be continued for the following financial year.

ARTICLE XXXIX. In each of the under-mentioned cases, the charges or fees concerned shall be remitted reckoning by daily rates for each period :

1. If and when in accordance with Article XXIV the right of a connected subscriber lapses, the rental and additional rental for the telephone after the day following the lapse.
2. If interruption of the telephonic service extends over fifteen days, the rental for the telephone during the period of interruption. In case, however, the interruption is due to a cause for which the subscriber is responsible or if the subscriber has asked for the postponement of repair work this rule does not apply.



(1) Consultation Room of Lepers' Asylum, Yap Island.



(2) Wards for Male Patients of Lepers' Asylum, Yap Islands.



(3) Wards for Female Patients of Lepers' Asylum, Yap Island.

SAIPAN ISLANDS



MAP OF PRINCIPAL ISLANDS UNDER JAPANESE MANDATE

1:1,000,000
10 0 50 KILOMETRES

EXPLANATORY NOTE

- | | |
|------------------------------|-----------------------------------|
| ⊕ South Seas Bureau | Δ Police Station |
| ⊙ Branch Bureau | Δ Police box |
| ⊕ Post Office | X Phosphate Mining Station |
| + South Seas Bureau Hospital | ⊕ Industrial Experimental Station |
| Δ Public School | ⊕ Meteorological Observatory |
| Δ Primary School | ⊕ Port |
| ⊕ Court of Justice | ⊕ Light house |

Rota I.
(ΔΔ)

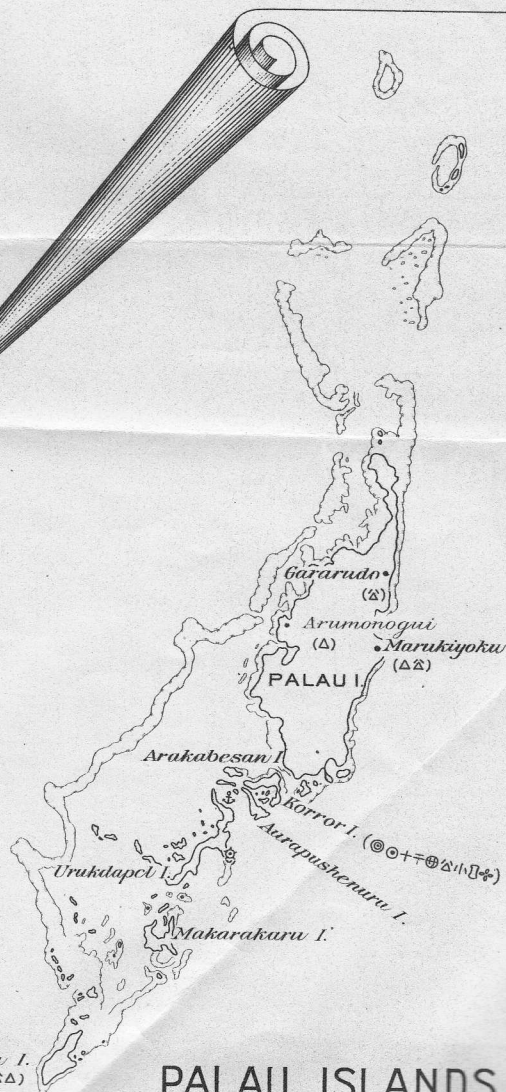
YAP ISLAND



Petiti I.
(ΔΔ)

PALAU ISLANDS

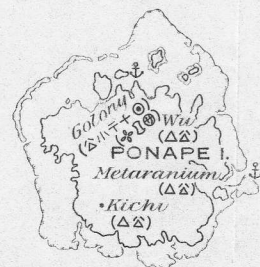
Angaur I.
(⊕⊕⊕X)



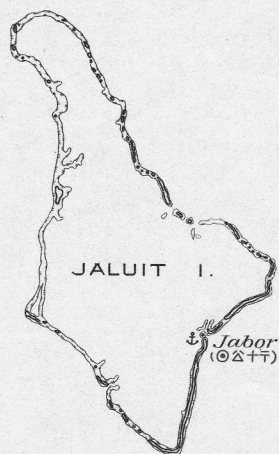
KUSAIE ISLAND



PONAPE ISLAND



JALUIT ISLAND



TRUK ISLANDS

